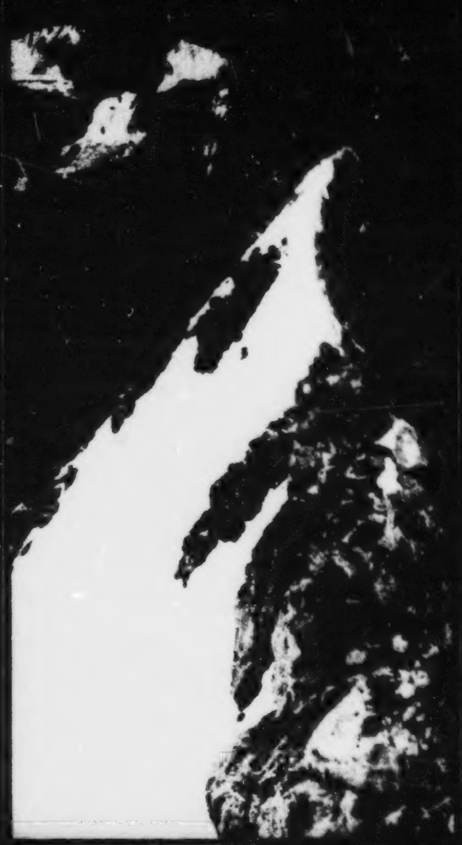

1885

1985

Heritage for Tomorrow

Canadian Assembly on National Parks and Protected Areas

87-00326/

1885

1985

Heritage for Tomorrow

Canadian Assembly on National Parks
and Protected Areas

The frontispiece: a plaque celebrating the Canadian Assembly Project was unveiled on September 8, 1985 by Canada's Minister of the Environment, Honourable Tom McMillan. The plaque will be displayed in Banff National Park. (For details see Appendix B.)

THE SECOND CENTURY
LE DEUXIÈME SIÈCLE

On the Centennial of Canada's National Parks, marking the establishment of Banff as a public park in 1885, many interested citizens from across Canada and Ministers responsible for federal, provincial and territorial parks met at a Canadian Assembly in Banff to look to the future of Canada's parks and protected areas. This plaque commemorates the start of the second century of heritage conservation in Canada.

À l'occasion du Centenaire des parcs nationaux du Canada marquant la création en 1885, du parc public de Banff, de nombreux citoyens de diverses régions du Canada ainsi que les ministres responsables des parcs fédéraux, provinciaux et territoriaux, se sont réunis à Banff, dans le cadre de l'Assemblée canadienne afin de se pencher sur l'avenir des parcs et des aires protégées du Canada. Cette plaque commémore l'avènement du deuxième siècle de conservation du patrimoine au Canada.

Heritage for Tomorrow

Proceedings of the
Canadian Assembly on National Parks and Protected Areas

Volume 1

A National Parks Centennial Project

Participants
the Citizens of Canada

Sponsor
Parks Canada
Department of Environment

Assembly Theme
"Heritage for Tomorrow: Canada's National Parks and
Protected Areas in the Second Century"

Proceedings Editors
R.C. Scace and J.G. Nelson

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Heritage for Tomorrow

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Contents of Volumes

Volume 1 Overview and Assembly Proceedings

Volume 2 The Caucus Reports

Volume 3 Caucus Supplementary Reports

Volume 4 Caucus Supplementary Reports: Quebec

Volume 5 Contributed Documents

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Acknowledgements

The Canadian Assembly on National Parks and Protected Areas was an ambitious, complex and demanding undertaking. It provided a once-in-a-lifetime opportunity for citizens across Canada to participate in fundamental considerations and decisions about the future of heritage conservation through a truly "grassroots" approach. Hundreds upon hundreds of persons through regional caucus activities, involvement in the September, 1985 assembly in Banff, and in many other ways became involved in the Canadian Assembly and contributed countless thousands of hours to the project. This voluntary effort was apparent in all parts of the country and brought together people from all walks of life and points of view. Citizens recognized the National Parks Centennial and the Canadian Assembly Project as a unique occasion to explore a common heritage, review one hundred years of heritage conservation, and signal directions and initiate actions for the decades ahead.

The Canadian Assembly was perceived not only to be important in itself, but the means whereby a process of public dialogue and action respecting heritage could be stimulated, reinforced and perpetuated long after 1985.

Without the enthusiasm, commitment and endeavours of so many Canadians the assembly process would not have been possible, or remained a pale shadow of what actually was realized and continues into the second century of the national parks. So, Canada, take a bow!

Without Parks Canada sponsorship and support for an "arm's-length" relationship between people and government the Canadian Assembly Project would not have been possible. The commitment of Parks Canada to the concept of the assembly, the process fostered therein, and adherence to groundrules was essential to the project's viability. Indeed the very existence of the assembly augurs well for ideas such as shared management whose realization in years ahead is viewed by assembly participants as vital to successful heritage conservation. Gary Lindfield and Harold Eidsvik are particularly acknowledged for their liaison and coordination on behalf of Parks Canada.

Many other organizations and individuals provided financial and logistical support to the caucuses, the holding of the assembly and overall development of the project. Support was forthcoming from non-government organizations, educational institutions, agencies representing various levels of government, the private sector and individuals. Appreciation for this support is recognized below and in the case of caucuses particularly, acknowledgements will be found within the pages of individual reports.

Caucus coordinators are owed an enormous debt of gratitude for initially picking up the gauntlet to develop caucus activities in their respective regions, for remaining supportive of the project during occasions of stress, and responding positively to sometimes impossible demands made upon them respecting deadlines and the like. Their dedication and continuous application to the assembly over many months must be richly acclaimed. Peter, Nancy, John, Christian, Don, Jules and Janice - thank you. The task of the coordinators was made somewhat more bearable through support they received, expressed in many different ways, from the organizations or institutions with which they are affiliated: University of British Columbia, Yukon Conservation Society, Canadian Plains Research Center, National and Provincial Parks Association of Canada, University of Quebec at Chicoutimi, and Conservation Council of New Brunswick.

Coordinators were thoroughly supported in their respective regions by key associates, steering committees, workshop organizers, report writers. To those who laboured so diligently in the "engine rooms" of caucuses our appreciation is extended.

Many citizens and organizations availed themselves of the opportunity to individually submit statements appropriate to the objectives of the assembly. Their contributions appear in the volumes of the assembly proceedings and we thank all for providing the assembly with their ideas.

Several contributions to the Banff assembly in September 1985 must be recorded. Various forms of financial and logistical assistance was forthcoming from Parks Canada (head office and the regional offices), the Government of Alberta, Federal-Provincial Parks Conference, National Parks Centennial Citizens' Committee Inc., Kananaskis Country, Andres Wines (Alberta) Ltd., The Banff Centre, Canadian Petroleum Association, and The Institute of the North American West. Many individuals helped make the Banff assembly successful. They include the chairmen of theme workshops: Irving Fox, Gilles Lemieux, Cliff Wallis, Barry Sadler, Kevin McNamee, Stephan Fuller, Philip Dearden, Paul Eagles, Leroy Little Bear, Jim Thorsell and Grant Copeland. Caucus workshops generally were chaired by their respective coordinators, but a special word for contributions at the Banff assembly and in other ways must be extended to Keith Neufeld, Cliff Wallis, Peter Goode, and Terri Patterson (Prairie caucus); and to David Coon, Maureen Vine, Rosemary Curley and Jon Lien (Atlantic caucus) who had particular responsibilities in multi-province caucuses. Jean-Luc Bourdages helped disseminate the Quebec caucus findings at the assembly; and Nancy MacPherson helped coordinate input from across the North.

Appreciation also is extended to the many workshop rapporteurs who helped greatly with recording the proceedings of September 4-8. In particular gratitude is extended to the three overview rapporteurs at the assembly whose task was particularly challenging: Keith Henry, John Marsh and Diane Griffin.

At relatively short notice Philip Dearden and Julie Gardner agreed to prepare a comprehensive review of caucus candidate areas for the assembly. Thank you.

There were field trips at the assembly and we thank Mike McIvor, Kevin Van Tighem and Jim Thorsell for leading them.

Sue Leatherman of The Banff Centre over many months expedited media relations for the project, and much more besides. Her role in the assembly generally and in the organization of the Banff meeting is appreciated.

We must especially acknowledge international participants from many countries who took part in the Banff assembly. They contributed a valuable global perspective to discussions. Gratitude is extended especially to individuals who agreed to prepare papers for the assembly, notably on the role of voluntary organizations.

In the preparation of the proceedings considerable assistance has been rendered by Claude Jarry, Susan Cargill, and Ian Joyce, with a special word of thanks to John Thompson. The role of Parks Canada in facilitating publication is appreciated.

The project management team played a critical role from late 1983 in the evolution and execution of the Canadian Assembly Project. To Gordon Nelson, Susie Washington, Gilles Lemieux and Barry Sadler is expressed a debt of gratitude for their overall enthusiasm, energy, ideas and support, and their individual contributions. They provided the framework upon which the assembly as a process could develop and mature. Gordon Nelson in particular, is recognized for his constant stimulation, critical assessments, and his substantial contribution in preparing some of the key documents.

Finally there must be extended to the following a word of appreciation for their support in the office on a day-to-day basis over many, many months: Naz Mukadam, Joan Clarke, Janice Andrews and Vivian Cabana. During the initial hectic months of the assembly Naz was a tower of strength, a vital force in getting the project off the ground.

There are so many others who should be acknowledged, but space precludes recognition. They will know what they have put into the assembly to help make it a success. For all of us it truly has been a once-in-a-lifetime experience.

Robert C. Scace
Project Manager

Preamble

Proceedings of the Canadian Assembly on National Parks and Protected Areas are being published in English and French editions. The volumes are organized in such a way as to systematically present the work of the assembly. Volume I provides background on the origins, structure, program and principal findings of the assembly. The volume includes the national issues paper and agenda for the Banff assembly, the proceedings of the workshops, final plenary session and other activities in September, 1985, and a participant list.

Volume 2 includes the main reports prepared by each of the seven regional caucuses. Supplementary documents which support the main reports are contained in volumes 3 (all caucuses except Quebec) and 4 (Quebec only). Volume 5 contains papers and statements by individuals and organizations who responded to an open invitation to contribute to the assembly process.

The following guidelines on editing procedures should be noted. Editing has focussed on consistency in organization, layout and spelling. Tables and illustrations are numbered according to the paper or report in which they appear. Overall emphasis has been upon maintaining the style and contents of texts received from respective authors and organizations.

Background to the Canadian Assembly

The year 1985 marked the Centennial of Canada's national parks, the first reserve having been established at Banff on November 25, 1885. The occasion provided a timely opportunity to celebrate, to recognize in the fullest possible way, past contributions and achievements in heritage conservation. The Centennial also provided the opportunity to examine progress and problems in heritage area planning in Canada. Such an undertaking would enable us not only to take stock of the legacy passed to us by our forebears, it would set the stage to enter our second hundred years of heritage conservation in a spirit of optimism, cooperation and goodwill. Canada has an enviable reputation in the conservation field, notably in respect of its national and provincial parks systems. The opportunity was not to be lost to demonstrate a continuing, lively interest by its citizens in activities that are central to our physical, cultural and spiritual well being.

Well before 1985 many organizations and individuals expressed interest in projects and events across Canada in special recognition of the Centennial. Parks Canada assisted many of these initiatives as part of its centennial program on One Hundred Years of Conservation of Heritage Places in Canada. This program had the following general objectives:

- to increase awareness of Canada's natural and historic heritage;
- to encourage Canadians to assess past, present and future roles of national parks; and
- to encourage a sense of national unity by making Canadians aware of the significance of the heritage they share.

One initiative to be supported by Parks Canada was the Canadian Assembly on National Parks and Protected Areas, a "grassroots," "arm's-length" evaluation and prescription exercise to take place throughout Canada during a thirty-month period beginning in November, 1983. The Canadian Assembly Project was to consist of seven regional citizen caucuses covering all Canada (Figure 1), whose task would be to address issues and areas of concern in their respective regions, prepare reports, and discuss their findings at a Canadian Assembly in Banff, September 4-8, 1985. The project grew to considerable proportions because of the commitment of hundreds of volunteers to take stock of their environment and heritage. The many thousands of hours given by Canadians to this assessment of heritage futures is demonstrated in the volumes of assembly proceedings, making the Canadian Assembly one of principal undertakings of the Centennial. The significance of these grassroots efforts rests not just in the experience, work and findings of the two-and-a-half-year project, it lies equally and perhaps more importantly in the opportunities it presents to foster a continuing process of shared heritage management.

Set down below is a brief description of the background to the project. Almost five years of activity are described in three principal stages - Explorations, Feasibility and Implementation (Figure 2).

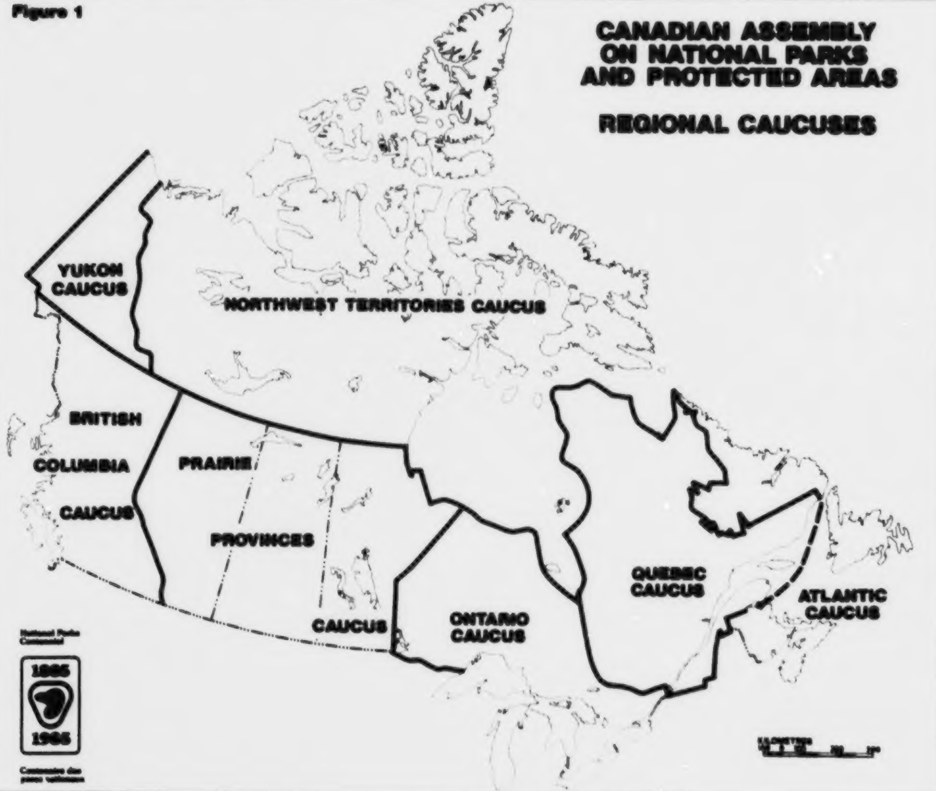
Explorations

In mid-1981 discussions were held with Parks Canada officials in an attempt to find ways to identify and address issues of import to Canadians respecting heritage conservation. Ensuing correspondence and meetings encouraged interested persons to outline a series of activities, including regional meetings or caucuses, which would be active in the period to the fall of 1985. Additional contacts were made with individual citizens and organizations on the centennial idea with the suggestion that if they generally supported these ideas they should convey their thoughts to the Minister of the Environment. Several expressions of support were indeed forwarded to Ottawa.

Feasibility

In July, 1982 we were commissioned by Parks Canada to explore the feasibility of convening an international conference for the National Parks Centennial. Purposes of the study included recommending arrangements and format, reviewing and analyzing recommendations of previous meetings to ensure consistency of

Figure 1



CANADIAN ASSEMBLY
ON NATIONAL PARKS
AND PROTECTED AREAS
REGIONAL CAUCUSES
YUKON CAUCUS
NORTHWEST TERRITORIES CAUCUS
BRITISH COLUMBIA CAUCUS
PRAIRIE PROVINCES CAUCUS
ONTARIO CAUCUS
QUEBEC CAUCUS
ATLANTIC CAUCUS
1885
1985

Figure 2. Canadian Assembly on National Parks and Protected Areas: Simplified Chronology

	1981 (July)	
Explorations		• Interested Citizens and Parks Canada (PC) Explore Idea of National Parks Centennial Conference.
	1982 (July)	
Feasibility	(November) • Workshop	• Commissioned Feasibility Study — Confirms Feasibility of "Heritage for Tomorrow" Regional Meetings and Assembly.
	1983 (January)	
Assessment and Team Selection		• PC Assesses Study, Confirms Project, Solicits Proposals for Project Management Team, and Selects Project Management Team (PMT).
	1983 (November)	
Project Organization		• PMT Organizes. • Caucus Guidelines Prepared. • Submissions to Form Caucuses Solicited. • Extensive Contacts With Constituency Organizations.
	1984 (January)	
Caucuses Established		• Five Southern Caucuses Formed. • Coordinators and Steering Committees. • Planning of Activities. • Initial Meetings and Associated Outreach.
	1984 (May)	
Networking	(July) • First PC-PMT-Caucus Coordinators' Meeting • Yukon, N.W.T. Caucuses Formed (October)	• Caucuses Networking Activities Continue: Meetings, Workshops, etc. • First Coordination Meeting Firms Up Purpose, Goals, Rules, Timing, Process, Products; Facilitates Exchange of Ideas, Methods, Issues, Problems and Progress to Date. • Newsletters and Other Means Spread Information About Assembly. • Initial Planning for Sept. '85 Assembly at Banff. • Drafts of Caucus and Issue Papers. • Contributed Materials Encouraged.

Pre Assembly Preparations	1985 (February)	• Second PC-PMT-Caucus Coordinators' Meeting.	• Second Coordination Meeting Hears Key Issues and Findings, Receives Drafts of Final Caucus Reports, Reaffirms Process Up to and Including Assembly at Banff. • National Issues Paper and Agenda for Banff Drafted, Circulated and Revised. • Main Caucus Reports and Supporting Documents and Contributed Papers Received and Circulated. • Assembly Registration Begins.
Pre Assembly Preparations Cont'd	1985 (May)		• Assembly Documents Printed and Distributed. • Agenda and Assembly Arrangements Finalized. • Final Publicity.
THE CANADIAN ASSEMBLY	1985 (September)	• Sept. 4-8	
Documentation, Review and Evaluation, Strategies for Refinement and Implementation	1985 (September)		• Editing and Printing of Assembly Proceedings. • Review and Evaluation by Assembly Participants of Work, Directions and Findings of Canadian Assembly. • Search for Strategies to Continue "Grassroots" Approach to Heritage Conservation, Some Positive Actions. • Agencies Review Canadian Assembly Federally, Provincially, Territorially. • Canadian Assembly Project Formally Concludes March 31, 1986.
Nurturing Second Century Heritage Conservation In Thought and Practice	1986 (April)		• Printing of Assembly Reports and Papers. • Follow-up Meetings and Actions. • Pursuit of Canadian Assembly Goals, Thrusts and Recommendations.

RCS, February, 1986.

follow-up, and preparation of work program and budget.

In thinking about how best to accomplish the objectives of the study we noted it was desirable that the proposed framework for activities leading up to and including the Centennial be tested against a facilitating group. This in turn would lead to the formation of caucuses. Individuals in the initial facilitating group might continue to be active in these caucuses after the first phase of planning in 1982. To this end a planning workshop was convened in Ottawa in November 1982 to which facilitators from across Canada were invited to comment constructively on the proposals.

Parks Canada staff were kept informed of developments and invited to participate fully in the workshop. There was much constructive interaction between staff members and workshop participants. The group as a whole suggested several changes to the proposal set before it; these were incorporated as appropriate in the feasibility report.

Review and analysis procedures were invoked for national park centennial activities in the United States and Australia in 1972 and 1979 respectively. Conferences convened during these centennials, together with Canadian conferences on parks were examined to determine what characteristics might prove instructive to the Canadian National Parks Centennial.

The report provided information on theme, purpose, timing and location, format, caucus arrangements (including guidelines), exhibitions, publicity, budgets, and other matters. Essential initiatives were detailed, many related to the lead time required to organize and build a substantial grassroots program based mainly on volunteer efforts and limited seed funding. The December, 1982 report concluded:

> The Centennial provides an opportunity to cooperate with an array of government and private groups in ensuring even greater progress in heritage conservation in the next hundred years than the last. It also provides an opportunity to take some positive steps forward as early as 1985 through the generation of new ideas and approaches

> and the addition of new heritage areas in various parts of the country. It also is an opportunity to show accomplishments to the international community as well as benefit from this community's support and ideas. The holding of a series of meetings or caucuses and a national assembly in association with various local, regional and international groups is a principal means of addressing these opportunities ....

Some individuals who had participated in the November, 1982 workshop returned to their respective provinces sufficiently enthused about the prospects of a Canadian Assembly that they immediately initiated planning activities. Quebec and British Columbia were notable in this regard, action in B.C. eventually leading to the Parks in British Columbia Conference in Vancouver, February 17-19, 1984.

Implementation

The implementation phase of the Canadian Assembly Project passed through several stages (Figure 2). During 1983 the title, theme and purposes of the project were defined:

Title

Heritage for Tomorrow: Canadian Assembly on National Parks and Protected Areas

Theme

Heritage for Tomorrow: Canada's National Parks and Protected Areas in the Second Century

Purposes

- To promote awareness for the need of a national parks system and other protected areas and their role in preserving Canada's heritage resources;

- To encourage a new sense of responsibility among Canadians by making them aware of the significance and scale of the heritage we all share;
- To encourage effective dialogue between Parks Canada and the public in order to assess the present and future roles of Canada's national parks; and
- To suggest desirable directions for the selection, establishment and management of protected natural areas and to assist in those instances where there are priorities for action.

Later in the year a project manager was commissioned by Parks Canada to carry out the implementation phase and a management team was identified. The project was formally initiated in November of that year. The role of the project management team was to facilitate the work of the caucuses and in concert with these groups to develop a schedule of activities leading to the Banff assembly in September, 1985.

Between mid-November and Christmas 1983 a hectic schedule was followed to set up the "paperwork" for the assembly process, to identify individuals and groups potentially interested in forming caucuses, as well as a range of groups potentially interested in the process; in establishing a work program; and in getting materials distributed across Canada. For various reasons the decision was made to establish the southern Canadian caucuses first.

Guidelines were prepared for caucuses. These stated, in part:

- Clearly while Parks Canada and the Parks Canada Program are the focus of interest and Parks Canada is the principal sponsor of the Centennial celebration, a wide range of other agencies, groups and means of addressing heritage conservation in the next century should be considered in the caucus and national assembly process. The Canadian Assembly Project concerns much more than a consideration of national parks per se. Provincial parks, national wildlife and conservation areas, historic parks, ecological reserves, biosphere reserves, and other as yet uninvented means of heritage area planning and management should be brought into play. Among the items deserving careful attention are: our natural and culture heritages and the interplay between them; the different heritages of different groups in Canada; future roles of heritage areas, e.g., in environmental monitoring and research; offshore and marine areas; and local, provincial/territorial, national and international responsibilities and prerogatives. Stress should be placed on the changing technical, economic, social and environmental context in which heritage areas will serve in the decades ahead.

The caucuses and the assembly will bring together interested spokespersons from all concerned sectors, including the conservation, tourism, recreation and natural resource sectors, when addressing the subject of heritage conservation.

- A series of related conferences and activities will be held in Banff at about the same time as the assembly, including the Canadian Federal-Provincial Parks Conference and a meeting of the United States Association of State Park Directors.
- The Canadian Assembly Project is intended to provide Canadian citizens with an opportunity to express their views about the best means of achieving heritage conservation in this country in the future. More specifically the Canadian Assembly will provide a forum for discussion of policy concerns and future alternatives as well as the identification of prime candidates for designation as national parks, provincial parks or other means of planning and managing heritage areas in the future.
- Each caucus group will be expected to primarily direct its attention to two important areas: application of the purposes or objectives of the Canadian Assembly Project to the geographical "region" being covered by that caucus; and a consideration of heritage conservation in Canada generally, particularly insofar as matters pertaining to the caucus region may be tied to broader national heritage conservation considerations. Caucuses may if they so wish, briefly address prescriptions for heritage conservation in Canada in the context of international or global initiatives. However, the focus of the Canadian Assembly Project is on heritage conservation in Canada and its various regions and accordingly caucuses should devote a large majority of their efforts to this latter subject.
- Each caucus will be responsible for providing a paper on policy concerns and recommendations and a list of heritage conservation candidate areas (including priority areas) ....

During the first three months of 1984 five caucuses were established, some building on initiatives pursued by individuals after the November 1982 workshop. Caucus coordinators and caucus centres were associated either with universities or NGOs (conservation groups). Efforts were made to set up steering committees representative of several constituencies and a number of meetings/workshops (the first of many dozens) were convened through to the beginning of summer.

In mid-1984 a decision was made to split the planned Northern caucus into two: Yukon and Northwest Territories. It was recognized that these caucuses would only become active from autumn, 1984 onwards, as like the other caucuses, little activity could be expected in July and August.

In July, 1984 the first Caucus Coordinators' Meeting was held among caucus coordinators and other caucus representatives, the management team, and Parks Canada representatives. The meeting was very important in that it provided for a frank exchange of views on the project and helped to set directions for the period through to May 1, 1985 when caucuses would be submitting the final text of their reports for the assembly. Assurances were given that the September, 1985 assembly would focus very much on the reports and related materials submitted by caucuses. An initial set of issues was presented by caucuses.

In the latter months of 1984 and into March 1985 a process of gradually firming up key points about the assembly process and other related activities took place. The second Caucus Coordinators' Meeting was held in February. There was a clear picture about the structure of the assembly in Banff. Coincidentally several other activities of importance to the assembly were being firmed up around it, including the Arctic Heritage Symposium organized principally by the Association of Canadian Universities for Northern Studies, and several government-level meetings.

In mid-1985 a large amount of documentation was received from caucuses, individuals and interest groups. Key documents were distributed prior to the assembly; other materials were made available at Banff.

Throughout the assembly process a systematic approach allowed for adherence to the work program yet recognized the essentially evolutionary nature of the project in terms of the scope and approach undertaken by caucuses and the need to allow for the vagaries of temporal and spatial input from citizens. In essence we walked the fine line between getting the job done according to contractual and other guiding criteria while recognizing the need to retain some flexibility as public interest, input, aspirations and activities changed over the many months of the project. An overly rigid approach simply would not have worked.

The results are set out in the several volumes which make up the Proceedings of the Canadian Assembly on National Parks and Protected Areas.

The Editors

Heritage Issues in Canada:
The Second Threshold, 1985-2085

The National Issues Paper

Prepared by

J.G. Nelson
R.C. Scace
B. Sadler
G-H. Lemieux
S. Washington

Regional Caucuses and Canadian Assembly
Project Management Team

"This document is intended to be a discussion paper–
a description and analysis of issues to be addressed–a basis for
working toward solutions"

May 15, 1985

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Acknowledgements

The Canadian Assembly on National Parks and Protected Areas challenges citizens to think about, discuss and determine preferred courses of action for heritage use and conservation in Canada in the second century of our national parks. The assembly project is truly a "grassroots" effort whose success and import derives from people across this vast land participating in a once-in-a-lifetime opportunity. We acknowledge the hundreds of individuals representing many constituencies who are contributing to the assembly process through caucus activities by writing thematic papers and briefs and becoming involved in the assembly sessions at Banff, and in other ways.

An enormous effort has been undertaken by coordinators of regional caucuses and their respective steering committees to make the assembly process a reality throughout Canada. Working with limited financial resources and drawing upon thousands of hours of volunteered time, these networks have responded magnificently to the occasion of the National Parks Centennial and the Canadian Assembly Project.

Without Parks Canada sponsorship and support for an "arm's-length" relationship the Canadian Assembly Project would not have been possible. This support is gratefully acknowledged. We also wish to thank many other organizations and individuals that have been contributing financial and logistical support to the assembly.

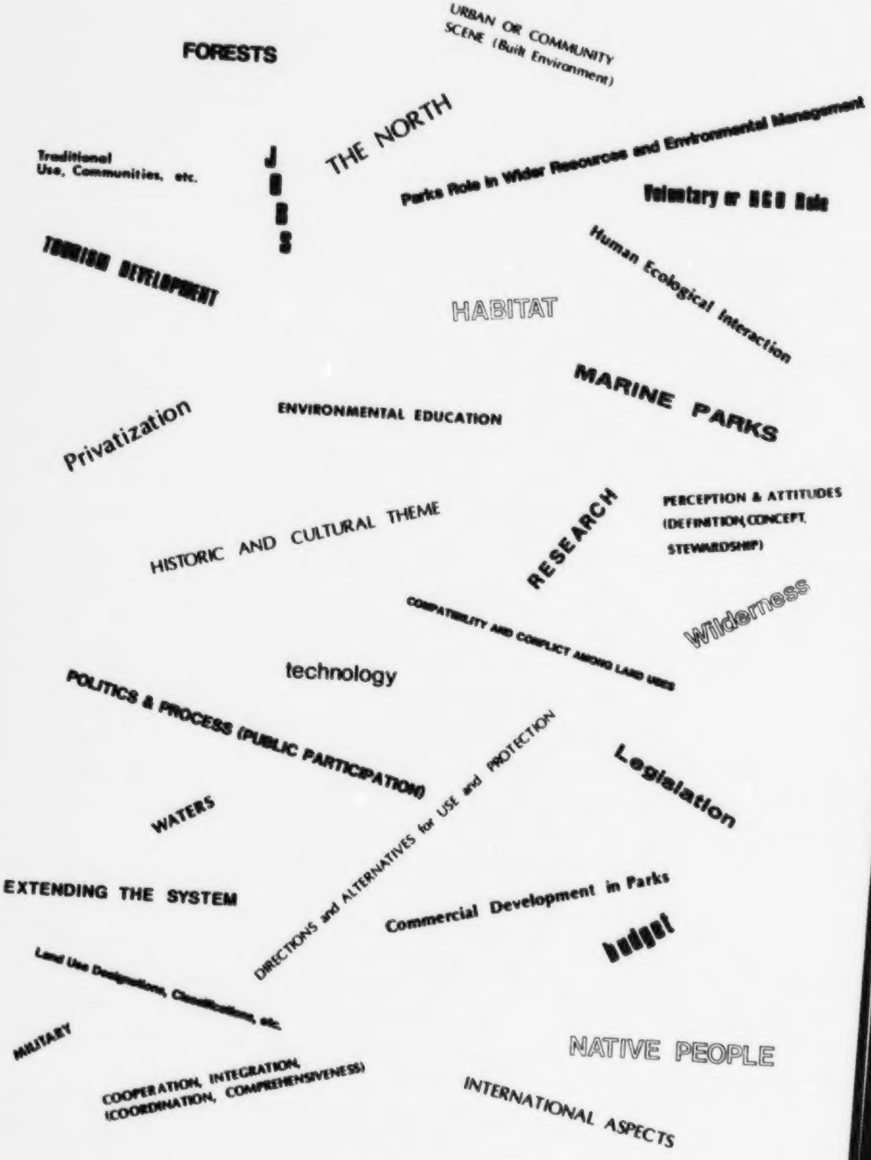
Executive Summary

November 25, 1985 is the one hundredth anniversary of the establishment of the initial ten square mile reserve at Banff, Canada's first and most famous national park. This centenary provides an opportunity to celebrate the subsequent creation of thirty other national parks, many provincial parks and a wide range of other means of managing our natural and cultural heritage. The centenary also presents a rare and valuable opportunity for Canadians to identify and evaluate issues and to plan to do better in future. Parks Canada has supported such an "arm's-length" evaluation which has been organized on a "grassroots" basis by a project management team through a contract with Reid Crowther and Partners Ltd., Calgary. Seven regional caucuses involving many constituencies have been established throughout the country. Caucus reports, this national issues paper and other commentary, will be discussed and acted upon at a Canadian Assembly at Banff, September 4-8, 1985.

The national issues paper is a major product of a process which began about fifteen months ago for caucus members and several years ago for members of the project management team as well as some personnel in Parks Canada and other agencies. The paper is largely based upon an analysis and synthesis of the issues identified in reports presented by caucus coordinators at a January 31 - February 1, 1985 workshop in Calgary, Alberta (Figure 1). A draft of the paper was circulated to caucus coordinators in April. The present paper has benefitted from their comments as well as those of some Parks Canada personnel. We anticipate further revisions to the paper as a result of discussions at the Canadian Assembly in Banff. Hopefully successive national issues statements and the caucus and public participation process will continue long after Banff 1985, and form the basis for new and more interactive approaches to heritage planning and management in Canada in the decades ahead.

Table 1 shows two ways of expressing the issues discussed by caucus coordinators at the January 31 - February 1 Calgary workshop. Nine fundamental issues on the left are linked with an array of more

Figure 1. Graphic Portrayal of 31 Caucus Issues


FORESTS
URBAN OR COMMUNITY SCENE (Built Environment)
Traditional Use, Communities, etc.
JOBS
THE NORTH
Parks Role in Wider Resources and Environmental Management
Voluntary or NGO Role
TOURISM DEVELOPMENT
Human Ecological Interaction
HABITAT
MARINE PARKS
Privatization
ENVIRONMENTAL EDUCATION
HISTORIC AND CULTURAL THEME
RESEARCH
PERCEPTION & ATTITUDES (DEFINITION, CONCEPT, STEWARDSHIP)
Wilderness
COMPATIBILITY AND CONFLICT AMONG LAND USES
technology
POLITICS & PROCESS (PUBLIC PARTICIPATION)
DIRECTIONS and ALTERNATIVES for USE and PROTECTION
Legislation
WATERS
EXTENDING THE SYSTEM
Commercial Development in Parks
budget
Land Use Designations, Classifications, etc.
MILITARY
NATIVE PEOPLE
COOPERATION, INTEGRATION, (COORDINATION, COMPREHENSIVENESS)
INTERNATIONAL ASPECTS

specific concerns listed on the right. Some of the more specific issues are listed opposite more than one of the nine fundamental issues because of overlap; that is, the two sets of issues are not mutually exclusive. Each of the nine fundamental issues is discussed in a succinct and hopefully challenging way in the main body of the national issues paper.

The national issues statement is intended to be a discussion paper - a description and analysis of the issues to be addressed - a basis for working toward solutions. The intent is not to present recommendations, as these should be formulated in workshops and plenary sessions at the Canadian Assembly by participants from all parts of the country. However, some examples of possible major changes in approach to heritage use and conservation are noted at the end of the paper. These possible changes include widespread adoption and implementation of the World Conservation Strategy (WCS), creation of federal and provincial parliamentary committees on heritage and environment, an Annual Citizens' Heritage Forum, and the establishment of a Canadian Heritage Council and/or Trust. Caucus coordinators and other citizens have suggested these changes to members of the project management team as possible ways of bringing about the more comprehensive, coordinated and vigorous approach seen as necessary in Canada in the near future. Separate caucus reports are forthcoming which present regional and local concerns in some detail.

The nine fundamental issues can provide a general framework for discussion at the Canadian Assembly. Examination of these broad issues and more specific ones listed on Table 1 can take place in caucus and theme workshops organized to address such concerns at Banff, September 4-8. Comments on the issues, and suggested topics for theme workshops have already been received from caucus coordinators as well as from the Tourism Industry Association of Canada (TIAC), The Man and Biosphere Committee (MAB), the National and Provincial Parks Association of Canada (NPPAC) and other groups. Additional comments and advice are welcome from readers of this national issues paper. A companion document to this paper is an agenda statement which presents details on Canadian Assembly content and organization as envisioned at this stage in the process.

TABLE 1

NATIONAL ISSUES AND CORRESPONDING CAUCUS ISSUES

	National Issues	Some Corresponding Caucus Issues
1.	Understanding Heritage	Wilderness, Habitat, Forests, Waters, Marine Parks
2.	Ideology and a Broader View of Nature	Perceptions and Attitudes, Parks Role in Wider Resources and Environmental Management, Native People, Traditional Use, Communities, etc. Historic and Cultural Themes, Human-Ecological Interaction, Environmental Education
3.	Wilderness and Wildlife	Wilderness, Habitat, Traditional Communities, etc. Technology, Perceptions and Attitudes, Research, Forests, Waters, Environmental Education
4.	Completion and Extension of Heritage Systems	Marine Parks, Extending the System, Historic and Cultural Themes, The North, Urban or Community Scene, Land Use Designations, Classfications, etc., Research, Budget
5.	Managing Land Use In and Around Heritage Areas	Native People, Traditional Use, Communities, etc., Compatibility and Conflict Among Land Uses, Technology, Military

TABLE 1 (cont'd)

NATIONAL ISSUES AND CORRESPONDING CAUCUS ISSUES

National Issues	Some Corresponding Caucus Issues
6. Development, Tourism and Heritage Areas	Commercial Development in Parks, Tourist Development, Jobs
7. Alternatives in Planning and Managing Heritage Areas	Privatization, Directions and Alternatives for Use and Protection, Cooperation, Integration, etc., Voluntary or NGO Role
8. Politics, Planning Processes, and Managing Heritage Areas	Legislation, Politics and Process (Public Participation)
9. International Aspects of Heritage Areas	Marine Parks, Habitat, Environmental Education, Research, International Aspects

Heritage Issues in Canada
The Second Threshold, 1985-2085

I. Setting the Stage

THE OPPORTUNITY

November 25, 1885 is an important date because at that time the federal government created a ten square mile reserve which eventually grew to encompass the 2,500 square miles of mountains and valleys that now constitute Banff, Canada's first and most famous national park. This date is of additional symbolic importance because it marks an early step toward the establishment of the thirty-one national parks and many other heritage areas located throughout the country today. The 1985 Centennial of the Banff reserve therefore presents a rare - indeed a once-in-a-lifetime opportunity - to examine progress and problems in heritage area planning and management in Canada. What are the major issues to be faced in the next five, twenty-five, or one hundred years and how are they to be approached? Having posed such fundamental questions we face the daunting task of deciding how they are to be addressed.

THE APPROACH OR PROCESS

Discussions with Parks Canada officials began four years ago in an attempt to find ways to identify and address the issues. The eventual solution was a "grassroots" approach in which citizen concerns would be sought throughout the country. Representative caucuses would be set up in each of Parks Canada's administrative regions, although eventually this arrangement was modified in western Canada, the Atlantic provinces and the North. In western Canada one caucus was established in British Columbia and a second one was organized for the three prairie provinces. In the Atlantic region a subgroup was established in each of the four provinces. In the North separate Yukon and Northwest Territories caucuses were created which have cooperated closely one with the other.

Each caucus was to prepare an issues paper and also a list of heritage areas of high concern, although to date little information has been received from caucuses on such areas. The caucus papers were to be discussed at a Canadian Assembly in Banff, September 4-8, 1985. A national issues paper was also to be prepared for discussion at this assembly, along with any position papers submitted by interested parties in response to letters and advertisements announcing the opportunity.

As of May 1985, hundreds of meetings and workshops have been completed throughout Canada as part of the caucus - Canadian Assembly process. Two key workshops have been held with caucus coordinators. The first in July 1984 was devoted to identifying emerging issues and establishing general procedures. In accordance with an agreement at the July meeting, this national issues paper is largely built on caucus findings as reported at the second workshop in Calgary, January 31 - February 1 and following circulation of a draft paper to caucuses in April 1985.

From the outset of our work one of the major concerns of the caucus coordinators and the project management team has been that the regional or local view not be lost or diluted in the preparation of the national issues paper. The caucus reports reflect the strong sense of regionality apparently felt by many citizens. It appears at this stage that Canadians still wish to build upon, enjoy and profit from a national view of our heritage, but with greater recognition in future of its variety at the provincial or local level. Canadians also appear to want more federal government help with regional and local heritage planning and development.

PHRASING THE ISSUES

Many ideas and concerns were presented by the caucus coordinators at the January 31 - February 1 workshop in Calgary. On February 2 the management team met to review the caucus reports and workshop discussion notes in order to identify the issues, group them into more general categories, assess their relative importance, and develop ideas on how they might be presented in the national issues paper. Judgement on the inclusion of issues was based upon guidelines such as the number of times an issue was mentioned by caucuses; the stress apparently placed upon an issue; long standing concerns for which no solution yet seems to have been found; and issues likely to be more important in future for technical, social, and economic reasons. Thirty-one issues were identified in this process. These are shown graphically on Figure 1 and are expressed in more general terms in Table 1. Why has such a broad array of seemingly diverse concerns arisen in caucuses held in different parts of the country? And how do these issues relate to our interest in heritage?

THE ISSUES IN CONTEXT

In discussing these questions the management team sought to put them into the context of the times. Many observers see the 1980's and 1990's as a period of much turbulence and fundamental change. Human society frequently is perceived to be passing from one era or one kind of technology and associated economic and social processes - one lifestyle - to another. The industrial epoch with its emphasis on metals, factories, and the machine is seen as giving way to electronics, the computer, and the service and/or information society. This change and its effects have been compared with the late eighteenth and nineteenth century European movement from soils, land, and the farm to industry, as well as with the neolithic movement from wild plants and animals, hunting and gathering, and "country food" to agriculture. If such a profound change is taking place today - a Third Wave of change if we follow the Toffler imagery - then a reading of the major transformations arising from the earlier two waves suggests that we are unlikely to be able to predict the nature of society and the economy in one hundred years. Nor is it clear what demands will be placed on the natural environment at that time.

THE FIRST THRESHOLD IN CANADA: ca. 1885

When the management team looked at the many and diverse issues arising from the January 31 - February 1 workshop and caucus coordinators reports, members were reminded of another era in Canada, the late nineteenth and early twentieth centuries when national parks and other major conservation innovations were first introduced into this country. These innovations were made in response to widespread land use and resource problems which arose as the result of the more or less relentless and sometimes injudicious application of an industrial technology, a commercial economy focussing on export of lumber, wheat, and other staples, and exploitive attitudes and ways of life. This man-environment system failed in that it seriously undermined forests, waters, wildlife, and other resources seen as necessary for lumbering, trapping, and other traditional activities as well as new or emerging ones such as tourism.

In response major changes were made in ways of viewing land, its economic and social importance and its management. New concepts, perceptions, and attitudes were introduced or borrowed from other countries. Two major examples come readily to mind. The first is the idea of conservation which appears to have been first applied on a large-scale basis as government policy in the United States under Teddy Roosevelt. The second example is the concept of the national park itself which began in Yellowstone as a means of protecting the spectacular geysers and other scenic and geologic features. In addition international migratory bird treaties, new game laws, new university and government departments of forestry, and other institutional changes were made to provide for protection and wiser use of Canada's forests, lands, and waters, which began to be thought of and planned for as resources and, more latterly, as environment.

THE SECOND THRESHOLD: ca. 1985

With the introduction of the foregoing basic changes, a major threshold was passed in Canada. A new era began which was reasonably successful from the development and conservation standpoints until the 1960's and 1970's. In these years however, a new set of changes and effects became foci of concern. The development of new industrial technology, population growth, urbanization, stress on large scale production for external markets, notions of virtually unlimited material progress, and other forces led to many unwanted consequences. These included eutrophication, toxic waste and other forms of pollution, overcutting of forests, more soil erosion, oil spills, acid rain, and spread of people and facilities into park and heritage areas. These changes in turn heightened concern for wilderness, nature, traditional ways of life, history, the North, and other diverse issues shown on Figure I and Table I.

Internationally such changes have led to major new initiatives such as the World Conservation Strategy (WCS) promulgated by the International Union for the Conservation of Nature and Natural Resources (IUCN), the World Food and Agriculture Organization (FAO) and the World Wildlife Fund (WWF) as well as other international agencies. The nub of the WCS is that development and conservation are linked or interdependent processes. Development is not sustainable without conservation of resources and a strong commitment to stewardship.

The three fundamental aims of the WCS are:

- to maintain essential ecological processes and life support systems such as soil conservation, and protection and cleansing of waters;
- to preserve genetic diversity on which depends such things as the protection and improvement of cultivated plants and animals as well as many scientific and medical advances; and
- to ensure the sustainable utilization of species and ecosystems such as fish and wildlife, soils and forests as these support thousands of rural communities as well as major industries.

Proponents of the WCS see the achievement of these three basic aims and the underlying goal of sustainable development as a matter of great significance and considerable urgency for many reasons. The planet's overall capacity to support our offspring is being reduced in both developed and developing countries. Thousands of millions of tons of soil are lost each year through deforestation, floods, and poor land management. The major resource bases for agriculture, lumbering, and other industries are shrinking. Tropical forests are contracting so rapidly that by the end of the century the remaining areas of unlogged forest reportedly will be halved. The coastal support systems of many fisheries are being destroyed or polluted.

In the context of the WCS such changes and problems are viewed globally, but most are very applicable to Canada, notably soil erosion and exhaustion, loss of farmland and forests, and depletion of fisheries. The sale of products from such industries has been of fundamental importance to the Canadian economy for centuries. Parks and other heritage areas can of course make direct and indirect contributions to economy and society in the manner outlined in more detail in a later section of this paper on Understanding Heritage.

At this stage, however, the important thing to stress about all the foregoing technical, social, resource and environmental changes is that they appear to mark a second major threshold in resource use and conservation in Canada. From this management team's perspective it seems that about one hundred years after the turbulence and change characterizing the end of the last century - when rather radical ideas such as conservation and national parks became very much a part of public policy - major changes again are needed in institutions and commitments if we are to adapt successfully to the great challenges facing us now and in the near future. In this context heritage may be an idea whose time has come!

II. Specifics

THE MAJOR HERITAGE ISSUES IN CANADA TODAY

We consider the nine issues on Table I to be fundamental and of the same high level of general importance. They are interrelated and encapsulate many of the more specific concerns expressed by caucus coordinators at the January 31 - Feb. 1 workshop and afterwards. They constitute a good general framework in which to organize discussion and the search for solutions. Each of the nine issues is briefly highlighted below, beginning with the fundamental matter of understanding heritage, its functions and its role in society.

UNDERSTANDING HERITAGE

Heritage is a general term with various shades of meaning which are not always shared by all who use it. In this respect the idea of heritage is no different than other organizing concepts such as wilderness, culture or economy. The Prairie caucus has attempted a definition of heritage. It is seen as the existing context of the past, including all natural, historic and cultural resources. It is envisioned as a common property whose benefits, costs and obligations are the inheritance of all persons, present and future.

Some caucus members see heritage as an underlying guide for living. In times of rapid technical, economic and social transformation in particular, when values and meaning are at risk, a more thorough development of the idea and understanding of roots - of heritage - is seen as a useful frame from which to judge the nature, direction and implications of change. Associated with this view of the underlying importance of heritage to society and the individual is the concern expressed by coordinators that relatively few people seem to think seriously about the idea. Nor do they generally understand the role of various kinds of parks and heritage areas. It is consequently difficult to engage them in any consideration of the role of heritage in our future. At this stage in the caucus-assembly process, the Prairie caucus has gone furthest in advocating the pervasive importance of heritage to society and has particularly stressed the neglect of agriculture, soil erosion, and native people in today's interpretations of the past. All caucus coordinators seem to agree that native and other ethnic group perceptions of cultural and natural history are not well represented in heritage area programs. Alternate views of heritage are not well developed in heritage policies, programs and projects.

Clearly heritage areas can have great symbolic value. Through their links with different types of environments and ways of life, they provide a framework for meaning as well as for thought and debate about values, past, present, and future. Heritage areas can be used to show how the land has been perceived, the modes of technology and economy that have been used, their effects, and the different means of conserving, or stewardship. In this respect the adaptations and lifestyles of agriculturally oriented peoples such as the Mennonites of Ontario and Manitoba are of special interest. Their commitment to the soil - to sustainable development - is an outstanding example of care for the land.

Heritage areas also serve as environmental learning, demonstration, monitoring, and research centres. One of the proposed uses of Man and Biosphere (MAB) areas is for these very purposes. MAB areas are envisioned as sometimes incorporating mining or other exploitive activities so that the effects of changes in air and water quality, or other aspects of environment can be monitored and the results compared to nearby areas where similar economic activity has not been conducted. Heritage sites can serve as benchmarks for demonstration and monitoring not only through comparison of the effects of different land uses within and near them, but also by focussing on changes in character and distribution of vegetation, water, and wildlife as a result of atmospheric changes emanating from distant industrial centres. Pukasawa National Park in Ontario is now the site of such monitoring. Banff National Park and surrounding areas soon may be also, in light of a new five-year government-industry Acid Deposition Research Program in Alberta to be undertaken by the Kananaskis Centre for Environmental Research.

Proposed national parks on Arctic islands, such as Ellesmere, also could be used to monitor atmospheric changes and associated environmental effects. The monitoring function has been given relatively little attention in the initial planning for the Ellesmere, but should probably be a major function of the park. Cooperative arrangements could be made with the great national park in northwest Greenland and the twins could serve as global benchmarks for the monitoring, analysis, and better understanding of climatic changes and their implications for man - past, present, and future.

When couched in these more fundamental terms, observation and monitoring in national parks and other heritage areas become part of a deeper and more active concept of learning which we usually term "research." This activity has had a long and important role but can conflict with other uses of heritage areas because of the need to protect sensitive instruments or other aspects of research sites. Through research, however, heritage areas can provide an opportunity for greater understanding of archaeology and early human history as well as plants, animals, glaciers, and other aspects of the cultural and the natural environment. Heritage areas can tell us much about what Loren Eisely has referred to as The Immense Journey.

Caucus coordinators also recognize that a basic function of heritage areas is their direct contribution to economic, social, and environmental well-being. The pros and cons of specific aspects of this more general role have been recognized many times, for example, through tourism. The direct role is more pervasive than that however. Heritage areas often include highlands or acquifers which provide water for large surrounding regions. Heritage areas also can provide for calving, nesting, staging, or other functions, which are critical to the sustenance of caribou, musk-ox, bear, wolf, waterfowl, and other species important to hunting, fishing, recreation, and other activities often located hundreds or thousands of kilometres away. Thus is the Northwest Territories Queen Maud Gulf Migratory Bird Sanctuary tied to the lives of residents of southern Ontario, Quebec and other lands farther south. National, provincial, and territorial parks, Ontario Conservation Authorities, and other heritage areas encapsulate the environmentally significant areas that form the key nodes and threads tying ecosystems together. It is in the general interest to value them, better understand, support and extend them. Some caucus coordinators and respondents to the circulation of the first draft of this paper wish to stress that the need to do these things is especially strong at the regional and local levels.

In this context it is also important to recognize that planning and managing heritage areas is an early step in sound, comprehensive resource planning and management. In this way the acquifers, wildlife breeding areas, and other sites vital to sustainable use are identified and planned prior to land use changes. Otherwise development could have adverse effects on their special qualities and functions, and eventually on human well-being generally.

IDEOLOGY AND A BROADER VIEW OF HERITAGE

Under ideology we include references to definitions, concepts, perceptions, beliefs, attitudes, and values. The term heritage is itself at issue here. Since the beginning of this caucus and Canadian Assembly exercise, Parks Canada has stressed its interest in what is usually called natural heritage, that is, in wildlife, wild rivers, scenic landforms, wilderness and the like. Yet concern for cultural heritage in Canada has frequently been presented by the caucuses, for example the Atlantic provinces, Quebec, and Ontario. In other regions such as British Columbia, an early decision was made by the caucus to focus on natural heritage in rural areas; interest in human history as heritage is therefore only partially reviewed in that province.

In the Prairies and in the North, interest in cultural heritage is strong, notably in regard to the first nations. The history of the Inuit, the Cree and other native people, or folk of Ukrainian, Mennonite, or other origin is not seen as being well reflected in in our official portrayals of Canada's human heritage, particularly at the federal level. Interpretation to date has emphasized military history and political figures and events. Relatively few federal or provincial parks focus on industrial history, the development of technology, or the character and effects of forestry, fishing, or other resource-oriented activities. This gap has been recognized in federal historic parks reports. But the staffing and resources available to improve the situation are limited.

The reports of the caucus coordinators at the January 31 - February 1 workshop indicate substantial citizen support for more development at all levels of government of archaeological, historic, and cultural programs both separate from and in association with natural heritage endeavours. More federal historic parks of more diverse character seem to be favoured, as does a stronger human history component in large national and provincial parks. Southern Ontario, southern Quebec, and other substantially man-modified landscapes are a focus for this type of concern, although not apparently to the neglect of wilderness and wildlife.

The consensus apparently is for a more comprehensive, interrelated, and vigorous approach to heritage use and conservation. In this regard the strong Quebec interest in the state of the forests as a heritage issue comes to mind. Quebecers apparently see the forests as an essential part of their environment, a provider of livelihood for the future, a source of recreation, tourism, and related development and most importantly of cultural meaning. This is, after all, the homeland of the "coureurs des bois." Provincial conservation parks are seen as playing an important role in the use and preservation of this heritage, along with an array of other institutions devoted to sustainable, long-term development and protection of the forest in its many changing natural forms. Similar feelings are evident about forests in British Columbia and soil and man in the Prairies.

A related idea is found in the Prairie caucus concern about human-ecological relations in parks and heritage areas. The term, human-ecological relations, appears to refer to interactions between land uses or cultural processes such as agriculture, mining and park development and biophysical or natural processes such as droughts, wildlife populations, and forest composition. Parks can be a device to illustate these interactions and the effects that land uses have on environments. One example is the strict fire control programs introduced in Banff and other national parks after the widespread accidental and deliberate burning of forests by miners, surveyors, railroaders, and settlers in "pioneer" days. As a result of such control, extensive areas have succeeded to pine and other early successional species. These new forests have reduced grassland area and adversely affected some wildlife. The forests also are susceptible to insect infestations which eventually may be controlled with chemical sprays. Another example is the early attempt to protect Point Pelee National Park's shoreline against erosion by introducing breakwalls, stone groins, and other devices. These measures have generally been ineffective, shifting erosion to other localities and damaging some of the key natural features in the park.

Through development of such examples in research and interpretation programs, better use could be made of national park and other heritage areas to illustrate the effects of human policies, technologies and practices on the environment. Such use would be facilitated by a human ecological approach or ideology, an approach that linked man and nature rather than separating them. This human ecological approach could supplement the ideas of wilderness, wildlife, and culture that underlie many heritage area programs today.

WILDERNESS AND WILDLIFE

Two longstanding heritage concerns are wilderness and wildlife. It may not be entirely appropriate to link them as an issue. But historically they did rise together in the development of conservation and more recently, of the concept of heritage. Hot springs, spas, health, rocks, and scenery were most important motivating forces in the early days of the late nineteenth century. But concern for the protection of elk and other wildlife quickly followed. The spiritual and natural values of relatively undisturbed landscapes - of wilderness - also spread to Canada from the United States.

By the early 1900's both wilderness and wildlife protection were part of the ideas of J.B. Harkin, an early and long-time Commissioner of the new Canadian National (Dominion) Parks Branch. Indeed, within the branch a wildlife group was created which eventually became the Canadian Wildlife Service. Some early national parks, for example Wood Buffalo, were primarily created to conserve wild animals. Relatively "gentle" animals, herbivores such as elk and bison, were among the first to be protected. Cougar, grizzly and other predators have gradually come to be appreciated, albeit with concern for the hazard they occasionally present, for example the bear for the recreationist. In the early 1900's interest also developed in historic sites and parks, although these always appear to have played a lesser role in federal, and later in provincial heritage programs.

Although the concept of wilderness has been important from an early date, its operational meaning is still an issue in Canada. The American view of wilderness as land little disturbed by transitory human visitors is a popular one. However, this view has been severely tested in the North and the Atlantic provinces where collecting, hunting, and other traditional activities - long part of such ecosystems - gradually have been permitted in national parks. Such activities are now legal in northern national parks with appropriate conservation safeguards, although the nature of these safeguards and the role of local people and territorial governments in setting and implementing them is still evolving.

Many of the aforementioned nuances of wilderness - and wildlife - management are still not recognized by many Canadians who continue to envisage and strongly support setting aside large wild or "empty" areas as part of the Canadian heritage. It seems, however, that appreciation of these lands as habitat for indigenous people is growing. An example is the wilderness-homeland ideas advanced by Justice Thomas Berger in his review of the proposed Mackenzie Valley oil pipeline in the mid 1970's. Little doubt remains about the very positive feelings of many Canadians toward wildlife, given the recent strong negative response to Department of Environment budget cuts for the Canadian Wildlife Service and Parks Canada.

COMPLETION AND EXTENSION OF HERITAGE SYSTEMS

Since the 1960's and the growth of a strong interest in planning to meet the perceived needs of the future, governments and private organizations have supported the development of conceptual frameworks to guide the creation of national and other parks. Choices have had to be made among candidate areas, priorities set and funding obtained from a limited and largely public purse. As part of these conceptual frameworks, the fur trade and other historic themes were identified to aid in the selection of representative areas for park purposes. The Canadian landscape also was divided into natural regions perceived by professionals, and to a lesser extent by citizens, as differing on geologic, biologic and other grounds. Where representation of the natural heritage was a major goal, parks were to be established in each of these regions so as to reflect the natural diversity of Canada. Such planning systems were helpful in a number of ways. For one thing they were used to show sometimes reluctant politicians that parks need not be created indefinitely. Once all the "blocks" or regions were filled then other lands could be allocated to lumbering, mining, and other uses often perceived as competing with heritage use and conservation.

Caucus reports reveal considerable citizen interest in the completion of heritage systems. Park additions are supported in Yukon and the Northwest Territories as well as in historic, canal, wild river, coastal, marine and other environments throughout the country. Some progress has been made in planning coastal and marine systems in British Columbia. Recently 155 new provincial parks were approved in Ontario, a major accomplishment built largely upon the commitment of a vigorous minister and strong, well organized public support. There is some concern however, about the boundaries and classification of these parks, their implementation and the funding and resources available for their planning and management.

Caucus reports and related materials also reflect an interest in newer types of heritage areas other than the large wildlands perceived as valuable because they represent natural regions of Canada. These new types of heritage area are often difficult to fit into a general framework. Indeed they may be valuable for unique reasons, as distinct landforms or habitat for a species or several species of wildlife, perhaps only during part of the yearly cycle. Such areas are numerous and it is difficult to develop a basis for heritage use and protection of each, especially if minerals, or other resources are present as well. The National Landmark program developed by Parks Canada in cooperation with the provinces is one promising method. It is often difficult however, to decide what form of tenure should be used to plan and manage such areas. Should a waterfowl or raptor nesting area be a migratory bird sanctuary, a national wildlife area, a territorial critical wildlife habitat, or a special wildlife zone under the northern land use regulations?

Citizens are interested in these questions and professionals are trying to provide inventory or other means of assisting with the answers. In the end, however, value judgements often must be rendered because areas with different natural or historic characteristics are difficult to compare on a technical basis. What is more important: a calving area for caribou or a nesting site for Canada geese? In this respect mechanisms are needed to bring citizens and professionals together to examine the character and appropriate role of different areas and agree upon the best form of management. Currently this is very much the case in the north. A Report of the Task Force on Northern Conservation has recommended formation of a Conservation Advisory Board composed of experienced individuals from a wide constituency of interests to share resources, information and efforts in heritage use and conservation.

MANAGING LAND USE IN AND AROUND HERITAGE AREAS

Citizens throughout Canada are concerned about perceived conflicts in land use within and adjacent to national parks and other heritage areas. It is impossible to eliminate conflicts completely. Constant effort is necessary to limit their degree and extent. Within the national and provincial parks the land has been divided according to existing uses and quality of the environment into special ecological, wilderness, natural environment, recreational, historic, and other zones. Type and amount of land use is controlled in these zones in order to limit negative effects of one land use upon another as well as upon wildlife, water, and other aspects of the environment. The effectiveness of these federal and provincial zoning systems has, however, never been assessed in any major way. Thus citizens do not know how the zoning system has worked in federal parks such as Banff, nor in provincial parks such as Strathcona in British Columbia, or Quetico in Ontario.

Citizens are often concerned about the effects of proposed land use changes in parks, for example, twinning the Trans-Canada Highway in Banff or introducing hydroelectric facilities in parks in Quebec. In such cases environmental impact assessments and associated public participation procedures have sometimes been used to estimate the effects of different development alternatives. Such procedures are seen as useful by some observers and as appearing to facilitate development too easily by others.

Outside park and heritage areas many land uses occur which conflict with activities inside the boundary. For example, farming, erosion and flood control schemes conflict with heritage uses in provincial parks such as Rondeau and Long Point in Ontario. Land use along the Eastern Slopes of the Rockies is in uneasy harmony with that in the adjacent national parks in the mountains. In a mid-1970's attempt to address this situation positively, Alberta developed a land use and conservation policy aimed at protecting significant and sensitive environments by limiting recreational, mining, and other developments to certain areas. An attempt also was made to align protected areas with less developed zones inside the Rocky Mountains national parks. However, mining and other interests challenged the policy to varying degrees. The provincial government reviewed the situation in 1984, apparently with little public consultation. A new Eastern Slopes policy was then released which seemingly encourages more exploration, development, resource extraction and the sale of crown lands. Legislation is currently before the Alberta house which could lead to sale of foothills lands for recreational purposes, a policy apparently objected to by many Albertans.

Many people throughout the country appear to be interested in the development of buffer zones around park and heritage areas. Within these zones land uses which conflict strongly with the purposes and character of the heritage area can be modified or prevented. Few explicit attempts have been made to implement such buffers however. Those adjoining Alberta's wilderness areas and ecological reserves remain unevaluated at least from the standpoint of public knowledge. It appears we may not really know how to implement the buffer zone concept either in terms of mapping and identifying appropriate land use near the heritage area boundary, or in terms of information exchange, consensus seeking among interested parties, or shared management. Successful examples of buffer zone management could be sought in the United States or other parts of the world.

Ideas do exist for more effective use of the buffer and for more comprehensive planning and management in the vicinity of heritage areas. An example is the Man and Biosphere concept which in theory builds upon the notion of a core area - perhaps a highly protected national or provincial park - surrounded by other land use zones generally compatible with one another and the heritage resources of the region. An apparently successful application of the MAB concept has emerged in recent years in the Waterton Lakes area where ranchers, local residents, some scientists, Parks Canada and Alberta government officials are working to manage the use of the region in a sustainable way. Monitoring of the effects of different forms of management is essential outside parks and protected areas as well as within them in order to learn from experience and improve management in the general interest.

In the view of most caucus coordinators, a major challenge within and beyond the parks is to develop a better understanding of and more effective approach to the concept of multiple use in all its dimensions. National parks, provincial parks, national wildlife areas, and other forms of heritage management are multiple use in that they provide for recreation, tourism, science, education, protection of genetic resources, and, in some cases of mining, lumbering, and other activities.

Although many of these uses can occur even in a strictly managed reserve such as a national park, additional uses are possible as one proceeds through a series of management types toward the increasingly multiple use end of the heritage area spectrum. Thus in a National Wildlife Area (NWA), for example, protection may be centred on a few species and not on preservation of a complete landscape or ecosystem as in national parks. Exploratory oil drilling, water diversion projects, or other development may be possible in a NWA, provided these activities do not have negative effects on the species or habitat which the NWA was created to protect. Maps of provinces or territories, or parts thereof, which show extensive areas in parks or wildlife areas or other types of conservation management should therefore not be viewed as "locking out" selected types of economic activity, such as lumbering and mining. Rather they portray institutional attempts to balance the type and level of development with the differing environmental qualities of the land.

Even when envisioned as having a strong space component, that is, as involving a mosaic of uses over an area, other major problems will attend the multiple use concept in the near future. An outstanding example is at the border of different land use areas, for example national parks and neighbouring lands, where lumbering may be practised. Outside the national park the policy likely will be strictly to control fires, tree disease, and other processes in order to protect commercial timber. Inside the park, disease and fire may be viewed as natural processes which should not be unduly manipulated in an area where human interference is intended to be kept to a minimum. Near the border these two sets of policies and practices are in conflict. Pesticide spraying and other practices, and lumbering itself, threaten the values desired in national and other parks while wild fires and disease threaten the resources valued by lumbering interests. There is a need to heighten professional and public awareness of these differences, their implications, and their management, especially when lumbering is reaching into previously inaccessible areas because of exhaustion of wood supplies elsewhere.

DEVELOPMENT, TOURISM AND HERITAGE AREAS

Concerns about development are difficult to separate from concerns about land use. People want business, employment, and commercial benefit but they generally want to avoid accompanying deterioration of natural or cultural heritage. The struggle in the individual mind and in society is to achieve a good balance between development and conservation, to marry the two in an effective way. These ideas are embodied in the World Conservation Strategy where a key concept is the notion of sustainable development, of uses that will not irreversibly damage or destroy the resources needed for life in future. Canada has adopted the WCS and some efforts have been made to bring federal government department policies and practices in line with the strategy. However, no overall plan for implementation of the strategy has been prepared at the federal or provincial levels as has been done in other countries such as New Zealand. Such a development and conservation plan with an appropriate role for heritage areas should be considered carefully before convening an international meeting on the WCS in Ottawa in June, 1986.

Aside from their frequent references to land use issues, the caucus coordinators did speak to the issue of development in several more specific ways. In the Atlantic provinces and British Columbia there is concern about extraction or other development within or around parks and heritage areas. The advantages and disadvantages of tourism were addressed by caucus coordinators. In Ontario this activity is seen as very important economically. Concern was expressed about its effects on park areas as well as about the need to implement new park and heritage proposals more quickly and effectively in order to promote tourism. Employment opportunities in this and other heritage contexts received attention in the Maritimes also.

It seems that the longstanding issue of the relationship between tourism, and heritage use and conservation, is growing stronger in the present period of economic constraint. Heritage agencies are advocating tourism more than in the past in order to respond to what they perceive to be government priorities, social needs, and the conditions for their own survival. Tourism and conservation groups remain very sensitive to one another. Fortunately a major effort is now being made by the Tourism Industry Association of Canada to present its ideas at the Canadian Assembly. More effective arrangements are needed to balance development, environment, and heritage in regard to the tourist sector of the economy.

ALTERNATIVES IN PLANNING AND MANAGING HERITAGE AREAS

Caucus coordinators from across the country expressed strong interest in the discovery and use of alternative approaches to heritage use and conservation. There appear to be many reasons for this, including some disenchantment with current government policies and the recent budget cut-backs in heritage and environmental agencies. Recent changes in agency organization and policies in some provinces and in Ottawa are interpreted as according parks and heritage a lower profile in government strategies.

Other government policies or procedures are seen as limiting the likelihood of achieving appropriate management status for some heritage areas, given existing land ownership and land use realities. Thus, the Northwest Territories caucus is leading a study of the contract model for use and protection of certain areas where private ownership, perhaps through native land claims, will make it impossible for agencies such as Parks Canada to establish a national park. The current Parks Canada policy requires that all land in such parks be publicly owned or crown land. Some citizens are aware that in national parks such as Kakadu in the Northern Territory of Australia, agreements have been made for native land to become part of a national park.

Current policies and procedures of government departments often are viewed by citizens as being too slow to provide the use and protection patterns needed now and in the near future. In New Brunswick, for example, private groups are undertaking inventories of private lands in order to provide a comprehensive system of ecological sites on both private and public lands in the province. New Brunswick has had an Ecological Sites Act for a number of years. But few areas have actually been created by government so that implementation and comprehensiveness are seen as issues which could be addressed more effectively through use of easements, agreements, lease-backs, or other forms of contract, perhaps funded by the Nature Conservancy or other private bodies. An illustrative list of such approaches, in this case as applied to the Northwest Territories, is shown in Appendix I which follows this text.

A stronger role for voluntary organizations or groups is envisioned in many parts of the country. The recent budget cuts experienced by the Canadian Wildlife Service have reinforced such thoughts among interested citizens as they see interpretation or education centres like Webb near Swift Current in Saskatchewan left unfunded and with the potential to disappear. In British Columbia, Manitoba and Ontario, concern to provide assistance with heritage programs in a generally restricted economy has been important in the formation of the Nature Trust of British Columbia, the Manitoba Heritage Federation and the Ontario Natural Heritage League. In some of these situations government contributions are combined with private donations to provide funds for heritage area acquisition and research. These cooperative efforts also bring representatives of different interests and organizations together to design, plan, and implement heritage projects.

Whether these voluntary or shared initiatives can be sufficiently well developed to counterbalance the general decline in heritage support in more senior governments, remains in doubt. A central issue in this regard is access to financial support by voluntary groups, perhaps through creation of financing comparable to that in the United States which involves diverting a small percentage of petroleum revenues to a land and water conservation fund.

Citizens also perceive that the various governments generally do not work together well, although there are some apparent exceptions such as the Waterton/Glacier Biosphere Reserve in Alberta and Montana, and the Trent-Severn Heritage Canal, Ontario. Governments are seen as having strongly divergent views of heritage values in many cases and in competing with one another in various ways for certain heritage areas. The protracted attempt to establish Grasslands National Park in Saskatchewan or Pacific Rim National Park in British Columbia are classic examples, as are attempts to establish national parks in Atlantic Canada.

In some of these cases it appears that the appropriate form of heritage management might differ from that advocated by any of the involved departments. Yet the current stances and procedures of government work against considering a wide array of alternatives. Each agency or government tends to be overwhelmingly oriented to use of the park or land management types for which it is responsible. The Grasslands National Park is a good example. From a citizen perspective it would seem that some parts of this area could qualify for national park status and other parts for historic park or national wildlife area status. The area would, therefore, be managed under a mosaic of interacting management types coordinated by a shared or joint management regime, perhaps under a program such as MAB. Citizens seem more and more interested in varied and more cooperative approaches to heritage issues. Many see the private sector as a major source for such approaches in future.

POLITICS, PLANNING PROCESSES, AND MANAGING HERITAGE AREAS

This section includes references to the importance of politics and politicians, to planning, public participation, legislation, commissions, and other broad mechanisms for the creation and propagation of heritage. Lack of strong political support for parks and heritage is seen as a major problem in many parts of Canada. Concern also has arisen as to how heritage groups could be more consistently effective politically. Many voluntary conservation or heritage organizations are said to be in difficulty. Others reportedly are doing quite well. Questions arise as to why some groups are relatively successful and others not. Some caucus coordinators were of the view that it would be useful to have a workshop on the role and problems of voluntary groups at the Canadian Assembly. Reports would be presented by successful groups, including some from the United States and overseas - with the intent of building better international links as well.

In all caucuses the processes involved in planning and establishing new parks have been seen as major concerns. An illustrative problem is the jurisdictional maze which must be navigated to establish marine parks. In some cases public participation processes are viewed as inadequate or as subverted by politics. An example is Parks Canada personnel apparently taking a decision on the future management plan for the four contiguous Rocky Mountain national parks prior to the formal completion date of a well advertised public participation process. Moreover, the choice was other than that preferred by the majority of those who engaged in the public participation exercise up to the time that the decision was made. As a result of public outcry the decision is under review.

We also regard the interest in improved heritage legislation in many parts of the country as part of the politics and process issue. People seem to be seeking more reliable means of preventing unwanted change through more stringent laws. An example is the interest in the legalized zoning of wilderness in national parks. However, such laws may, from time to time, prevent changes viewed as desirable by many people, including those who are currently pressing for stronger laws. For example, the extension of a wilderness zone could require a legal change and the involvement of parliament, with who knows what repercussions once the case is open. How such a system would work given current heavy legislative agendas is another problem.

Orders-in-council might be possible, but these give considerable discretion to ministers and cabinets, a situation which is also frequently cause for concern.

There is interest in planning and management mechanisms which would promote more cooperative and comprehensive approaches to heritage among different governments and the private sector. Federal-provincial conferences on parks and wildlife have been operating for many years, generally on a quiet professional basis and not much is known about their effectiveness. Parks Councils or Commissions have operated in Ontario and other provinces in a variety of capacities, mainly advisory. Commissions have been used to plan new parks in Alaska as well as coastal or state-wide land use in California and Oregon respectively. We need to know what such councils or commissions did, how well they did it, and what advantages they would offer to heritage management in Canada.

INTERNATIONAL ASPECTS OF HERITAGE AREAS

One theme which has not arisen strongly in the caucus coordinators reports is the international aspects of heritage, although an interest therein is frequently implied in discussion of other concerns. One reason for the relatively low interest in a global view may be the early decision to focus attention on heritage in this country rather than internationally.

Concern about the international dimension has increased through the past year however, and considerable overseas participation in the Canadian Assembly is expected through the convening by the Association of Canadian Universities for Northern Studies (ACUNS) and two commissions of the International Union for the Conservation of Nature and Natural Resources (IUCN) of an expert symposium on Arctic Heritage, August 24 to 28, 1985 in Banff. The Arctic Heritage Symposium will provide a forum wherein knowledgeable northerners, scientists, and park and heritage professionals from Canada, Alaska and the lower United States, Norway, Sweden, Finland, the U.S.S.R., and other countries can comprehensively examine Arctic natural and cultural heritage for the first time. Some participants from this symposium will remain in Banff to participate in discussions and add an important international ingredient to the Canadian Assembly.

It is the view of the management team that many Canadians undoubtedly see the international aspects of heritage as a major issue to be faced in the next several decades. The pressures upon and condition of many heritage areas are related to such factors as acid rain, wildlife, rivers and lakes crossing boundaries; fishing, transport and other international activities in seas and oceans; and tourism flows among countries. Such trans-national influences will affect land use, resources, environmental management and sustainable development generally in the near future. In this context cooperation in the planning and management of heritage areas seems especially important not only because of their fundamental values and functions but also because they can set a standard for use, protection and development everywhere. We have a few international cooperative frameworks such as international peace parks or MAB. But these need to be more effective and numerous. New ideas and renewed commitment are required to meet the major challenges posed by the Second Threshold of heritage use and conservation in Canada.

SOME EXAMPLES OF POSSIBLE CHANGES IN HERITAGE AREA MANAGEMENT

In reviewing the first draft of this national issues paper, some caucus coordinators asked for examples of the kinds of new ideas and changes that the management team envisioned as necessary to improve heritage use and conservation in future. We have not reached any conclusions in this regard. Nor do we feel that it is in the spirit of this paper to do so. However in order to promote discussion, we have decided to present examples of some possible basic changes in management arrangements. The following examples have all been suggested during our consultations of the last year.

- the full scale adoption and implementation of the WCS with its commitment to the linking of development and conservation as well as sustainable development and stewardship;
- the establishment of parliamentary and/or legislative standing committees on heritage and environment;

- the holding of an annual Citizen Heritage Forum; and
- the creation of a Canadian Heritage Council and/or Trust with initial funding from government, perhaps based on an arrangement like that for the U.S. land and water conservation fund.

Without going into detail, it is clear that proposals like the foregoing are in line with many of the basic ideas that have emerged from the Canadian Assembly process to date. All of the proposals provide for a stronger citizen role and for a more comprehensive, cooperative, and vigorous approach to heritage as a key element in human development at the national, provincial/territorial and local levels in Canada.

APPENDIX 1

SUMMARY OF TECHNIQUES FOR THE PROTECTION OF ESA's(1)

Technique	Description	Advantages	Disadvantages	Example	Use in N.W.T.
Simple purchase	Involves conveyance of all rights contained in fee simple for valuable consideration. The primary rights are the right to alienate the land and the right to everything in, on, and over the land. Can be done on a voluntary sale basis, or in the case of public agencies, through expropriation.	All rights to land come under control of purchaser. Allows purchaser greater control over timing of acquisition. Free of major legal complications as it is most common mechanism and is, therefore, well understood.	Cost can be prohibitive. Most expensive alternative. Initial acquisition cost added to by necessity to manage land. May be legal limitations on purchaser's rights due to restrictive convenants. If expropriation is used, there is usually adverse public reaction. May be substantial legal fees and delays. If purchased by public agency, the land is removed from the tax roles, thereby reducing a municipality's tax revenue.	Parks Canada	
Bargain sale	Sale of private property to a public or private conservation agency at a price less than its fair market value. Funding in part sale and part charitable contribution.	Provides landowner with tax advantages by allowing the difference between the fair market value and the actual sale price be deducted from income tax. Much less expensive than purchase of fee simple.	May necessitate changing land acquisition priorities depending on when landowner wishes to sell.		
Purchase and sale-back	Land purchased by public or private agencies can be resold, with restrictions attached to ensure that the goal of protecting critical wildlife habitat is achieved.	Once the land has been purchased, the purchaser can place restrictions on the land to control future use of the area. By reselling the property some of the purchase costs can be defrayed.	Such land acquisitions especially by public agencies may generate unfavourable public reaction. Administrative process of buying and selling may be costly.		

APPENDIX 1 (continued)

Technique	Description	Advantages	Disadvantages	Example	Use in N.W.T.
Purchase and lease-back	The purchaser leases the land back to the vendor or other persons. The lease is made subject to ESA objectives.	Excellent interim management technique if development funds not available. The rental income can offset the purchase price. Maintenance work can be deferred. Retention of complete title rights and control of future land use is assured.	The opportunity for public access is limited or delayed. Administrative infrastructure and overhead work may be involved with maintaining provisions of the lease.		
Right of first refusal or first option to purchase	This method involves a legal agreement or caution between a land owner and a person or agency, that if the land owner decides to sell the property, the other party to the agreement will be notified and will have the first option to purchase.	The public or private conservation agency becomes an essential party to be consulted in all transactions respecting the property against which a caution has been registered. It may be possible to have the land owner agree to manage the property to protect the natural element of concern. Can be a very inexpensive way to protect natural areas, until the owner decides to sell.	Not a permanent protective method and may be on an uncertain legal footing unless a final agreement is made. Once the land owner decides to sell, which could be at anytime, the conservation agency must be able to raise the necessary funds. Because there is little control over the timing, the agency may run into difficulties arranging funding.	Mississippi Natural Heritage Act, 1978	
Lease	A rental agreement for a specified period of time, whereby the land owner grants the tenant temporary but exclusive possession of the property, in exchange for a rental payment. Exclusive possession allows the tenant absolute control over use of the property during the term of the lease.	Is much less expensive than outright acquistion but provides for same exclusive possession and use. Flexibility, in that any form of convenant may be used to fit the particular situation. May be used for short-term or long-term purposes. If there is no statutory limitation on the length of the lease, a long-term lease may be tantamount to a transfer of the fee simple. The covenant in the lease is enforceable as the lessor retains a reversionary interest. This interest could be transferred to a conservation agency.	The lease is for a fixed period of time, and thus is temporary. Special conditions may be attached to the lease. The lessee of tax exempt government land may be liable for property tax, depending on how land is used.	Missouri Prairie Foundation (Jenkins 1978,419)	

Technique	Description	Advantages	Disadvantages	Example	Use in N.W.T.
Conservation easement	An easement is a right enjoyed by one land owner over the land of another and is obtained for a special purpose rather than for the general use and occupation of land. Once granted, easements legally bind present and future owners. By acquiring an easement, a conservation organization is able to protect elements of natural diversity by controlling only the right that an owner could use to destroy or degrade them. That is, the rights to develop land are severed from the other rights contained in the fee simple. The severed rights are purchased from the land owner to become part of an easement agreement. The land remains in private ownership subject to the right of the easement holder to enforce restriction in the agreement.	Not as costly as fee simple acquisition. Allows protection of open space while making it available to public. May allow for property tax deduction. Relatively free from restriction and is flexible enough to be tailored to specific needs. The land is removed from the development market for the duration of the easement and is thus protected.	They provide only partial rights concerning property. They are often confusing to land owners and other groups. They are difficult to appraise. Legal fees may approximate those for fee simple acquisition. May necessitate purchasing adjacent property because of need for dominant tenement. Difficult to enforce. Uncertain whether courts recognize conservation goals as legitimate subjects for an agreement.	Maine Coast Heritage Trust (Jenkins 1978,419), U.S. Park Service, U.S. Forest Service	
Management agreement	These are contracts between land owners and conservationists (public or private) obliging the land owners to manage their property in a specific way for a stated period of time to achieve mutually understood purposes.	Low cost. Land owner may agree to manage property with only assistance or guidance from the organization involved, thereby posing less of a management burden on the agency.	Usually the agreements are for a specified period of time and, therefore, lack permanence, although it is possible for them to last anywhere from 1-99 years.		Is currently being considered a possibility for national parks in the N.W.T., i.e., COPE Agreement-in-Principle.
Donation	Simplest and most common method of giving land (conveyance in fee simple). It usually provides the greatest tax benefits to the donor and gives the receiving agency considerable freedom with respect to use of the land, since all rights to the property are transferred by deed or will.	Saves considerably on public funds, although may be costly to manage.	The area might not be appropriate, or of priority, for conservation purposes. Creates public pressure to develop and manage the property. Funds may not be available for development or management.		

APPENDIX 1 (continued)

Technique	Description	Advantages	Disadvantages	Example	Use In N.W.T.
Donation or sale with reserved life estate	This mechanism operates through either a sale or donation of property with the land owners retaining the right to live on the property for their remaining lifetime and possibly for the lifetime of other family members.	Although the vendor or dependents continue to live on the property, the purchaser is ensured retention of complete title rights in due time. Reduces social impact associated with owner relocation. Provides tax benefits to owner.	Can limit the total use of the land for an indefinite period of time. Specific conditions can be written into the deed to ensure the management and protection of the special features of the property. A conservation easement may also be useful in this regard.		
Donation of undivided interest in land	The donor gives a percentage of legal interest in the land, rather than any specific physical portion. Therefore, the land is owned commonly as a unit by all those parties who have an interest in the property. Theoretically, all owners have equal rights to possession of the property.	Very inexpensive for the recipient and provides the donor with a reduction in taxes. The donor may decide to make a donation of the entire property in a string of gifts of undivided interest.	It may be necessary also to enter into some type of management agreement to ensure the protection of the significant resources.		
Donations by will	An individual can will land to an organization.	Provides tax relief to the donor if property willed for public, charitable, or religious purposes.	The terms of the will may restrict the use of the property. If possible, the recipient should review the section of the will that applies to the land, so that it can be worked out with the living donor.		
Designation of public lands	Lands already owned by government can be designated by various agencies to specific conservation purposes (e.g., migratory bird sanctuaries, national parks, game preserves, etc.).	Does not require purchase of property from private land owners.		National Parks, National Wildlife areas, Migratory Bird Sanctuaries	National Parks, Migratory Bird Sanctuaries, National Wildlife Areas, Territorial Parks

APPENDIX 1 (continued)

Technique	Description	Advantages	Disadvantages	Example	Use In N.W.T.
Dedication	The placement of a natural area into a legally-established system of nature preserves, whose members are protected by strong statutory language against condemnation or conversion to a different use. Land owners can dedicate specific interests in property as well as full fee title.	Flexible in that specific provisions of the arrangement can be tailored to suit individual circumstances. Strongest protective tool available, if there is a nature preserves act which contains provision for protection of dedicated purposes. Can be used on public or private land. Possibility for land owners to receive tax benefits for property dedicated.	Requires prior establishment of an ESA or nature preserves act to establish a system of such areas. The protection provisions and powers to create and establish such areas can vary widely.		
Trust dedication	Dedication as described above with one difference. A trust is created by law and administered by a designated agency. Natural areas are dedicated into the trust, rather than into a nature preserves system. Three types: 1) Private 2) Public 3) Community Comments on advantages and disadvantages mainly related to public trust.	A donor can continue to control land use whereas, in an outright transfer, the donor loses this control. A relatively flexible legal tool because trust document can deal with almost anything. Courts will modify a charitable trust so that the charitable intent is always fulfilled. Therefore it is a secure medium for ensuring that land is protected. The trust offers the donor a wide choice in who should control and manage the property.	In order to pursue a coherent policy of ESA preservation, the trust agency should be involved in the design of the trust to ensure that the purposes contribute towards the satisfaction of ESA policies. A trust can be designed such that it is subject to modification or revocation by the seller. This injects a degree of uncertainty into the future of the subject property which may result in a reluctance of agencies to use the land for ESA objectives.	South Carolina Nature Conservancy	
Transfer of crown lands	Transfer or exchange of properties within and between governments. May involve the exclusive reservation of crown lands or the transfer of surplus lands from government agencies.	Usually involve no outright public expenditure.	May be economic ramifications through loss of assets or foregone resource development potential. May create burden on recipient due to lack of financial resources for development and management. Surplus lands may not always be in desirable locations or of desirable quality.		Polar Bear Pass, N.W.T from DIAND to DOE

APPENDIX 1 (continued)

Technique	Description	Advantages	Disadvantages	Example	Use in N.W.T.
Public land banking	Land banks are public bodies which acquire land and keep it free from development on a short or long-term basis. Once purchased, then land can be disposed of for ESA purposes in a variety of ways. The land bank establishes initial control over the eventual use of the land. The agency could be part of a government department at any of the various levels or it could be a separate public corporation.	Control over type, time and locations of development.	Expensive and requires large initial outlay of money. Local tax revenues are reduced.	Ontario	
Transferable development rights	A land-use control technique designed to distribute the cost of land zoning and regulation more equitably among affected land owners. Identify certain rights to develop land, sever them from mother rights contained in fee simple ownership and create a market for them.	Owners of lands having significant natural features may be relieved from the full burden of preservation zoning. Permits land-market mechanisms to remain fluid and at same time effectively preserves ESA. Adjusts the burden of government land regulation more equitably among private land owners. Minimizes costs to tax-payers by internalizing the costs of land development by charging the development industry with costs which formerly fell on the community in the form of environmental degradation. The system could shorten the time necessary for government approval of development projects. The main prerequisite for approval would be the acquisition of the necessary development rights.	Complexity of the market problem may prove overwhelming depending on the form of the scheme. Success of the system is heavily dependent on the soundness and sophistication of the planning and forecast techniques, and on integrity of government officials.		

APPENDIX 1 (continued)

Technique	Description	Advantages	Disadvantages	Example	Use in N.W.T.
Notification	The act of informing a land owner that a natural element has been identified on their property.	The land owner is not required to do anything. Very little cost involved.	Requires a good inventory to identify such areas. No legal or other powers to protect the elemrnt identified.		
Registration	Involves giving special recognition to private land owners who allow their properties to be entered on a registry or list of significant sites.	Can use to encourage land owners to volunteer to protect natural elements. Low cost recognition or incentives can be used, from a plaque or certificate, to a reduction in the assessed value of the property. As a condition of recognition, land owner may agree to manage holdings in specific way. Publicity for protection program.	Limited strength as regulatory device. Non-binding agreement and, therefore, has limited strength as a regulatory device but is ideal as a foothold or fall-back position. Permanence questionable if land owners change, without compensation a manager may not be able to meet required management standards.	Australia Ohio Indiana N. Carolina	

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(1) Nelson, J.G. and S. Jessen, 1984. Planning and Managing Environmentally Significant Areas in the Northwest Territories: Issues and Alternatives. Canadian Arctic Resources Committee, Ottawa and Faculty of Environmental Studies. University of Waterloo. Waterloo.

Heritage for Tomorrow

Canadian Assembly on National Parks and Protected Areas

Agenda

"Agenda Building for the Canadian Assembly,
Banff, Alberta, September 4-8, 1985"

June, 1985

General

The agenda for the Canadian Assembly is very much a companion document to the national issues paper and both documents will be available to assembly participants before and during the assembly. The national issues paper is largely based on an analysis and synthesis of issues identified in reports presented by caucus coordinators, January 31-February 1, 1985. The agenda, in turn, is the vehicle through which the assembly program has been developed to date to facilitate citizen debate on matters of import to Canadians respecting the future of heritage use and conservation. In keeping with the "process" orientation built into this project from its beginnings, the agenda is being designed largely in response to caucus or other requests that specific topics be addressed through assembly workshops and similar arrangements. A part of that process is the opportunity for assembly participants, between now and the beginning of the assembly, to review the agenda and to identify other topics or workshops which they wish to have included. Time and space constraints may impose limits on the project management team's ability to put all such requests within the framework of the assembly program.

Three Streams of Workshops

Activities at the assembly will take place in three principal streams. Stream I will consist of workshops prepared and presented by the regional caucuses. There will be at least six workshops in this stream. Stream II will consist of thematic workshops and to date nine theme workshops are scheduled to take place. The third stream of activity will include additional workshops ("Hyde Park Corner"), ad hoc meetings, films, video tapes, exhibits and other activities.

Requests for Workshops

Requests for workshops and other activities will be accommodated in two ways. Some requests may become part of the main streams of regional and thematic workshops (Streams I and II respectively). Other requests may be accommodated in Stream III. Additions to the workshop schedule can be made up to the beginning of the assembly. All requests for additional workshops should be directed to Bob Scace at the project manager's office.

The Assembly

Upon completion of the formal program during the "Setting the Stage" session on September 5 assembly participants may go to workshops of their choice. Reports emanating from each workshop will be delivered at plenary sessions on the evening and afternoon of September 6 and 7 respectively. Immediately following the September 7 plenary session the project management team will meet with workshop chairpersons to discuss the national issues report update to be presented during the final plenary on Sunday, September 8. The final plenary will begin with brief presentations by thematic and regional workshop representatives, stress being placed on principal findings, plans for follow up and responsibility for future action.

These workshop reports will be followed by the presentation of the national issues report update.

The Challenge

Ministers of governments who have responsibilities for parks are expected to be present during the final plenary and it is anticipated that the Minister of the Environment and possibly other ministers will speak to the assembly.

Through the foregoing arrangements we are striving for the agenda to meet the 100 year challenge posed by the National Parks Centennial. The Canadian Assembly reaches out and challenges Canadians not only to ponder the future of heritage use and conservation, but to propose, to build bridges, and to take active steps, locally and nationally, to fulfill aspirations. A century ago that challenge was met by our forebears. We owe to future generations a commitment of equal scope and application.

Workshop Organization

Each workshop will have a chairperson and a rapporteur. Simultaneous translation will be available for the Stream I workshops. Some general guidelines will be prepared to assist chairpersons in developing their workshops in the context of the assembly. Generally these arrangements focus on the expectation that short presentations will be made to workshops based on caucuses reports and papers, the national issues paper, contributed documents and other pertinent materials. These presentations will be followed by open discussion in each workshop.

Caucus Workshops

Workshops developed for Stream I are directly related to the work of regional caucuses and they will be organized and run by caucus representatives.

Thematic Workshops

Workshops struck to date for Stream II (thematic) have been included in the agenda as a result of requests from citizens and in consideration of the relationship between these requests and the nine basic issues set out in the national issues paper. These workshops are:

- Tourism and Heritage Use and Conservation
- Ideology and a Broader View of Heritage
- The Role of Voluntary Organizations in Heritage Conservation
- Communication, Education and Research
- Alternatives in Planning and Managing Heritage Areas
- First Nations and Heritage Use and Conservation
- Managing Land Use in and Around Heritage Areas
- Wilderness and Wildlife
- Completion and Extension of Heritage Systems and their Relationship to Caucus Candidate Areas

Other issues addressed in the national issues paper but excluded to date from the list of workshops have been omitted for two principal reasons. First the issues will be discussed in detail in caucus workshops and may not necessarily warrant a more broadly-based workshop; and second, no strong interest or support has been determined to this point in convening workshops on these issues. The project manager would appreciate receipt of suggestions for additional workshops as well as suggestions as to how case studies, exhibits and other contributions may enhance workshop discussions. At this time one session remains to be identified in the Stream II agenda and other workshops may be added according to the procedures described above.

Working Group on Candidate Areas

One responsibility of caucuses during the period 1984-1985 has been to prepare a list of heritage conservation candidate areas, including priority areas. Caucuses have responded to this task in different ways and with varying results. Caucuses encountered some difficulties in determining context, categories, relationships and priorities in developing candidate area lists. A working group has been struck to review the various caucus submissions and to prepare a report for consideration at an assembly workshop on completion and extension of heritage areas.

Pre-Assembly Documents

The Canadian Assembly documents available to participants as part of the pre-assembly package will include the main reports from each of the seven caucuses, the national issues paper and this agenda. In addition individual provincial caucus reports will be available from Atlantic Canada. Parks Canada intends to translate these documents into the other official language and to have copies available at the assembly. In several instances caucuses have prepared thematic papers, copies of which will be on display at the assembly, but they will not constitute part of the formal assembly package provided to registrants.

Contributed Papers and Statements

Organizations or individuals wishing to prepare papers or statements for the Canadian Assembly can be assisted by the project management team in the following ways. These documents can be added to materials distributed during registration on September 5 at The Banff Centre (providing they are received no later than August 30); and we will provide a place for document display and distribution. Reproduction of these materials and copies of caucus supplementary documents will be possible at The Banff Centre at a cost of 20¢ per page. Ideally contributors of documents should supply sufficient copies of their documents (or executive summaries) for participants and/or indicate on their materials how interested parties may obtain copies after the assembly. Preferably the documents should have a summary in both languages. We anticipate between 350 and 400 registrations for the Canadian Assembly. In all instances the project manager should be furnished with a copy of these documents to facilitate post-assembly reporting and archiving.

Exhibits

Organizations and individuals are encouraged to bring exhibits and displays to the Canadian Assembly. Exhibit areas will be accessible to exhibitors for set-up on Wednesday, September 4 from 8 a.m. to 10 p.m. and must be ready for display on Thursday morning, September 5, for conference registration commencing 9 a.m. Packing and removal of exhibits must be completed by 10 p.m., Sunday, September 8. There will be no storage space available at The Banff Centre prior to or after the Canadian Assembly.

Enquiries respecting exhibits should be directed to Gary Lindfield, Centennial Task Force, Les Terrasses de la Chaudiere, Ottawa, Ontario K1A 1G2 (819-994-5064).

Field Trips

A number of field trips will take place before and after the Canadian Assembly. On September 4 there will be a field trip along the upper Bow Valley in Banff National Park and a second trip along the Icefields Parkway to Jasper National Park and returning to Banff townsite. Following the assembly a limited subscription horseback trip is scheduled on September 9 and a second trip on that day will take participants into Kananaskis Country.

Films, Videos, Photographs

Rooms are available for showing films and video tapes on heritage-related matters. The Banff Centre must be advised by August 1 of intentions to show films and tapes, together with specific information on the materials and requirements for showing them. A schedule of screening times will be distributed at the assembly.

Participants are encouraged to bring for display favorite illustrations of heritage areas. A photo display area will be set up and illustrations should be accompanied by the name and address of the owner. Some of these illustrations may be requested for use in post-assembly proceedings.

Art Displays

Art displays appropriate to the Canadian Assembly will be presented in the Sally Borden and Eric Harvic foyers and the Walter Phillips Gallery.

Press Room

A press room with telephone will be provided during the assembly. Information kits will be provided to the press.

Family Program

A family program will be available during the assembly and recreational and interpretive activities, as well as participation in some of the assembly events.

Assembly Arrangements at the Banff Centre

Enquiries respecting Canadian Assembly logistical arrangements at the Banff Centre should be directed to Susie Washington (403-762-6137). Matters concerning registration and media arrangements should be directed to Susan Leatherman at the centre (403-762-6398). The address of The Banff Centre is: Box 1020, Banff, Alberta. TOL OCO.

HERITAGE FOR TOMORROW: CANADIAN ASSEMBLY ON NATIONAL PARKS AND PROTECTED AREAS

PROGRAM

(processed to June 14, 1985)*

Date	Time	Activities
Wednesday, September 4, 1985	7.00 - 8.00 am	• Breakfast
		• Participants arrive • Exhibit set-up • Field trip to upper Bow Valley • Field trip to Jasper
Thursday September 5, 1985	7.00 - 8.00 am	• Breakfast
	8.30 - 1.30 pm	• Assembly registration • Assembly information • Report display table set up.
	12.00 - 1.00 pm	• Lunch
	1.30 - 3.15 pm	• Formal Opening
	3.15 - 3.30 pm	• Break
	3.30 - 5.30 pm	Session One: Setting the Stage . caucuses and

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* revised, updated and more detailed program charts will be provided at the registration desk during the assembly. Detailed wall charts also will be prepared for display in the vicinity of meeting rooms.

PROGRAM (cont'd)

Date	Time	Activities
Thursday (cont'd)		national issues paper . agenda building
	6.00 - 7.30 pm	● Dinner
	7.30 - 9.30 pm	Session Two: Concurrent Workshops . Stream I - Atlantic Caucus workshop - Prairie Caucus workshop
	9:30 p.m.	● Reception and Opening of Centennial Exhibition
Friday September 6, 1985	7.00 - 8.00 am	● Breakfast
	8.00 - 10.00 am	Session Three: Concurrent Workshops . Stream I - Quebec Caucus Workshop - British Columbia Caucus Workshop

PROGRAM (cont'd)

Date	Time	Activities
Friday (cont'd)	10.00 - 10.30 am	● Break
	10.30 - 12.30 pm	Session Four: Concurrent Workshops . Stream I - Yukon and Northwest Territories Caucuses Workshop - Ontario Caucus Workshop
	12.30 - 3.30 am	● Lunch and Recreation
	3.30 - 5.30 pm	Session Five - . Stream II - Tourism and Heritage Use and Conservation, Part I - Ideology and a Broader View of Heritage - Alternatives in Planning and Managing Heritage Areas . Stream III - Hyde Park Corner

PROGRAM (cont'd)

Date	Time	Activities
Friday (cont'd)	6.00 - 7.30 pm	• Dinner
	8.00 - 10.00 pm	Session Six: Friday Plenary . reports by assembly/ workshop rapporteurs
Saturday September 7, 1985	7.00 - 8.00 am	• Breakfast
	8.00 - 10.00 am	Session Seven: Concurrent Workshops . Stream II - Tourism and Heritage Use and Conservation, Part II - First Nations and Heritage Use and Conservation - (open) - The Role of Voluntary Organizations in Heritage Conservation . Stream III - Hyde Park Corner
	10.00 - 10.30 am	• Break
	10.30 - 12.30 pm	Session Eight -

PROGRAM (cont'd)

Date	Time	Activities
Saturday (cont'd)		Concurrent Workshops . Stream II - Managing Land Use in and Around Heritage Areas - Wilderness and Wildlife - (open) - The Role of Voluntary Organizations (cont'd) . Stream III - Hyde Park Corner
	12.30 - 3.30 pm	● Lunch and Recreation
	3.30 - 5.30 pm	Session Nine: Concurrent Workshops . Stream II - Completion and Extension of Heritage Systems - Communication, Education and Research - (open) - The Role of Voluntary Organizations (cont'd)

PROGRAM (cont'd)

Date	Time	Activities
Saturday (cont'd)		. Stream III - Hyde Corner
	5.30 - 6.30 pm	Session Ten: Saturday Plenary
		. Reports by assembly/ workshop rapporteurs
	6.30 - 7.30 pm	• No Host Reception
	7.30 pm	• Alberta Night Banquet
Sunday September 8, 1985	7.00 - 8.00 am	• Breakfast
	8.00 - 10.45 am	Session Eleven: Final Plenary
		• Thematic and Regional Workshop Presentations
	10.45 - 11.15 am	• Break
	11.15 - 11.45 am	• National Issues Report Update
	11.45 - 12.15 pm	• Parks Ministers
	12.15 - 12.25 pm	• Concluding Remarks
	12.30 - 2.00 pm	• Final Lunch-Banquet

PROGRAM (cont'd)

Date	Time	Activities
Sunday (cont'd)		• Departure from The Banff Centre
	2.30 - 4.30 pm	• Mountain Rescue Demonstration
Monday September 9, 1985		• Field Trip to Kananaskis Country
		• Field Trip - Overnight Horseback Trip

Heritage for Tomorrow
Canadian Assembly on National Parks and Protected Areas

Proceedings of the Banff Assembly

September 4-8, 1985

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Introduction

Close to 400 persons from Canada and abroad participated in the Banff assembly. Many, many more Canadians were informed on a day-to-day basis of important issues and points of view through nation-wide coverage through T.V., radio and newspapers. A heightened sense of occasion, of expectation permeated the entire week, fed by very active participation in program elements by all present. While many remarked on the Banff assembly as a culmination of several months of intense citizen endeavour across Canada, a pervasive mood seemed to be that the assembly was very much a beginning, a major impetus for the needs, ideas and actions expressed in the voluminous documents, workshop debates and formal and informal gatherings that were the stuff of the assembly. Many vowed to leave Banff determined to pursue local, regional, national and international goals to fulfill the spirit and purpose of the Canadian Assembly. For all the Banff assembly was a springboard into the second century, an opportunity to build on what has been accomplished to date respecting heritage conservation in Canada.

The agenda was followed as set out in the preceding section of this volume. Two thematic workshops were added: one addressing international aspects of heritage conservation and their implications for Canada; the other focussing on the timely matter of South Moresby and the Stikine in British Columbia.

The following pages highlight the proceedings of the Banff assembly. Space precludes inclusion of all subjects debated and points of view expressed. The focus is on readily identifiable recommendations and other expressions of consensus that were achieved. (Background documentation in the form of caucus reports, contributed papers and the like are presented in companion volumes of the Canadian Assembly Project proceedings.) For the workshop reports information is drawn from several sources: printed materials, notes made by workshop chairmen and rapporteurs, and assembly rapporteurs. Presentations in the final plenary session have been edited from tape recordings of the September 8th gathering.

Formal Opening

September 5, 1985

The Chairman of the Banff assembly, Bob Scace, welcomed participants to the Canadian Assembly on National Parks and Protected Areas. He requested everyone to stand and join Debbie Rosen in singing "O Canada."

Formal greetings were brought to the assembly by several guests.

- Mr. Peter Green, Director, School of Management, The Banff Centre, brought greetings on behalf of the host institution.
- Mr. Al Davidson, Assistant Deputy Minister, Environment Canada and responsible for Parks Canada, brought greetings on behalf of his department and Parks Canada, sponsor of the Canadian Assembly Project.
- Honourable Greg Stevens, MLA for Banff-Cochrane, and minister in the cabinet of the Government of Alberta, brought greetings on behalf of the province of Alberta and particularly the Minister of Recreation and Parks.
- Dr. David Munro, formerly Director General and currently Regional Councillor of the International Union for the Conservation of Nature and Natural Resources, brought greetings on behalf of the IUCN.
- Dr. Jerry Kristianson, Chairman, National Parks Centennial Citizens' Committee, Inc., brought greetings on behalf of the NPCCC.

The chairman extended special greetings to participants from abroad, noting there was considerable representation from the United States and guests from Italy, Switzerland, Costa Rica, West Germany, Spain and the United Kingdom.

The chairman continued:

My instinct assures me that the next few days will be enormously meaningful and fruitful, such expectation drawing not on false optimism, but in recognition that hundreds of Canadians and enormously dedicated caucus coordinators with their respective steering committees and other volunteers across this vast land already have made great progress in articulating preferred directions for heritage conservation. Their work already extends over the past eighteen months. So, right now, at the beginning of this assembly, may I thank all these dedicated caucus participants on behalf of all of us who are but tenants of this storied land and who must pass it on relatively untrammeled to future generations.

What better gift to bestow on the second century of our national parks, as expressed here in Banff on the occasion of the National Parks Centennial, than the sure knowledge we have rededicated ourselves to sustaining, building upon and enriching the heritage of nature, of culture, already so much a part of the fabric of the nation.

But if the assembly process has proved relatively successful to this point, whatever gains have been made could dissipate in the face of slackened initiative, a retreat to positions of intractability at the expense of consensus seeking and bridge building - the very stuff to which the assembly has subscribed since its inception.

The chairman then briefly outlined the assembly process, reminding participants there were two thrusts to the project, and a third unwritten but implicit goal:

- Set up caucuses or network groups - by region with caucus coordinators or chairmen to develop and articulate views from the regions. Seven caucuses were set up for this purpose;
- Bring caucus deliberations to an assembly in Banff in September, 1985, and implicitly;
- Through application of the foregoing to try to develop new relationships among regional groups, to seek means for better cooperation, better contacts and the like. As the forthcoming caucus workshops will attest, in some instances the results have been most successful.

In thinking about structuring the Banff assembly it became clear that the following considerations be borne in mind:

- Sustain the bridge building initiatives of the past several months;
- Ensure that the work of the caucuses to this point in time be brought to the forefront of the assembly;
- Build upon the thematic issues identified in the national issues paper and other contributions;
- Maximize opportunities for discussion among delegates;
- Come to grips with candidate areas lists; and
- Provide an opportunity for citizens to build on the agenda developed for the assembly.

Hence was developed the workshop and plenary session format as set out in the agenda.

At this point the chairmen of the caucus and thematic workshops were introduced to assembly participants. Participants were reminded presentations in the final plenary should focus on:

- What needs to be done;
- How these needs are to be accomplished;
- With whom responsibility resides.

So the challenge is extended. May you all pick it up and build upon the good work accomplished to date. You have inherited a profound legacy that is the landscapes, habitats and species of Canada. Its passage to your heirs in good heart is in your hands and those of your fellow Canadians.

Setting the Stage

September, 5 1985

Gilles Lemieux was session chairman.

Setting the Stage consisted of three major elements:

- There were brief overviews from caucus workshop chairmen concerning the structure, the work and the principal issues or findings of respective caucuses, and what orientation could be expected in their forthcoming workshops. Speakers were -

  Peter Dooling (British Columbia)
  Nancy MacPherson (Yukon and Northwest Territories)
  Christian de Laet (Prairies)
  Don Huff (Ontario)
  Jules Dufour (Quebec)
  David Coon (Atlantic)

- An overview of the principal thrusts in the national issues paper was presented by Gordon Nelson. The tremendous challenge in preparing a document which adequately conveyed the enormous energy, wealth of ideas, and opportunities inherent in caucus deliberations and documents was noted. From this large and diversified output, however, could be determined thrusts such as enjoyment, communication, learning, striving for quality, recognizing differences, seeking means, bringing about change, and the like. The idea of heritage is variously interpreted by many people, yet it serves as a common ground from which to develop opportunities, respond to challenges, provide a means of coping, create process and involvement, and articulate directions for the future.

  The nine national issues set out in the national issues paper were briefly summarized and identified, once again, as the basic structure upon which the agenda for Banff had been developed.

- An opportunity was provided to add workshops to the agenda. Barry Sadler outlined the opportunity, stating that the agenda was open-ended and participants were free to create as many additional workshops as reasonably could be accommodated. Ideally in instances where the subject matter seemed best to fit into workshops already on the agenda as well as individual workshop programs, additional workshops might not be appropriate. Dialogue between those interested in new workshops and chairmen of established workshops was encouraged.

  Initially eight possible workshops were put forth by participants. After discussions, however, these were reduced to the two named in the Introduction to this section of the proceedings.

Regional Caucus Workshops

September 5-6, 1985

ATLANTIC CAUCUS

David Coon was workshop chairman. Maureen Vine was rapporteur.

The structural and operational difficulties of carrying out the work of the Atlantic caucus in four provinces was noted. This and other circumstances resulted in several documents being completed by the Atlantic caucus. In addition to the main caucus report, additional reports were forthcoming from New Brunswick, Newfoundland, Nova Scotia and Prince Edward Island. Surveys, principally through questionnaires, and workshops were important means of obtaining input from citizens distributed across Atlantic Canada.

The workshop set as its goal discussion of six issues:

- Heritage Preservation Alternatives;
- Heritage Education and Interpretation;
- System Expansion - Marine Parks;
- Privatization;
- Political Climate for Preservation; and
- World Conservation Strategy - Getting Off on the Right Foot.

Only the first three were covered during workshop deliberations.

The following recommendations were developed on the basis of 18 months of public consultation as described in the Atlantic caucus reports, supplemented by comments made during the workshop at Banff.

Recommendation 1: Heritage Preservation

- Parks Canada, in concert with the four Atlantic provinces, should play a lead role in initiating a meaningful and comprehensive consultation process to develop a heritage preservation strategy that can serve as a model for the entire region. The Atlantic Caucus has effectively scoped many of the public concerns, and highlighted the issues. The challenge is to build on this work to effectively preserve, and in some cases enhance, our natural heritage.

- Prince Edward Island and Nova Scotia should join New Brunswick and Newfoundland in enacting specific ecological reserves legislation, along with legislation to protect the habitats of rare and endangered species. And it is critical that the provinces must commit themselves to the spirit of these laws, allocating the time and money to afford adequate protection. New Brunswick is one province that has such legislation, but appears to have little concern for the principles articulated in the statutes.

Recommendation 2: Heritage Education and Interpretation

- There must be no further cuts to Parks Canada's interpretive and education programs, rather the new environment minister should make environmental education one of his priorities. The resource and expertise that Parks Canada has in this area must be built on and expanded.
- Heritage interpretation and education activities must be expanded outside our national parks. Parks Canada should be reaching out into our schools, and into our community to provide people with greater access to environmental experiences. This will at the very least eliminate the lack of understanding about what heritage preservation is trying to accomplish, and lead to greater public support for these efforts.

Recommendation 3: National Park Expansion and Management

- New parks should not be created at the expense of the traditional communities in the area. Traditional subsistence resource use is desirable and should become a cultural component of any new park.
- Local residents should be the first to benefit from any economic development that occurs as a result of park

establishment.

- Local communities must participate in the planning and management of national parks. Comprehensive and meaningful public participation must be implemented at every stage of the game.
- Parks Canada should adopt the regime for consultation that has recently been developed through consensus by representatives of industry, government, labour, and environmental interest groups. This was sponsored by Environment Canada and conducted through the Niagara Institute.

Recommendation 4: Marine Parks

- The National Marine Parks Policy must be finalized and before any further work is done on the feasibility of the West Isles Marine Park.

PRAIRIE CAUCUS

Keith Neufeld and Christian de Laet were workshop co-chairmen.

The Prairie caucus in its report presented recommendations under six theme areas. These are set out below. Each recommendation is preceded by a problem statement.

Recommendation 1: Aboriginal Peoples

The people of Canada's aboriginal cultures have been ignored in the course of heritage preservation in Canada.

- Parks Canada should, in 1985 as part of the National Parks Centennial celebrations, establish a mutually acceptable mechanism for formally meeting and directly involving aboriginal peoples in national park management and policy-making. The first topics on the agenda should include:

  - building a framework for different structures of national

  park management, development, and use;
  - establishing special training programs to teach research skills, modern biological field techniques, field management skills, and interpretive skills to Natives, to provides special opportunities and impetus for persons of aboriginal heritage to become employed as rangers, wardens, field technicians, and interpreters;
  - directing and expanding interpretive programs to give more attention to aboriginal history and pre-settlement ecology in order to enhance and diversify the visitor's experience;
  - giving priority to aboriginal names in the official designation of place names;
  - giving priority to involving local aboriginal persons where thinning of game populations is required.
- When the Saskatchewan River is declared a Heritage River, the designation should include the Saskatchewan River from the fork to Fort-a-la-Corne.
- Selected significant heritage sites on, and in the vicinity of the James Smith Reserve should be declared of national significance.

Recommendation 2: New Approaches

In the current political atmosphere existing government benevolence will not be sufficient to preserve our valuable heritage.

- The funding cuts to Environment Canada are deeply unacceptable to many publics and should be reversed. Cosmetic reversals are not appropriate.
- Government funding and support should be given for the establishment of a prairie heritage-environment network.
- The various small but significant existing heritage projects must be revitalized both for educational and preservation purposes. These include interpretive centres, NGO projects and field research sites.
- There should be continued funding and support for establishment and operation of cooperating associations.

- Governments should support local involvement in heritage appreciation and conservation through education, financing and other forms of facilitation.
- Provincial governments should provide increased funding and create more regionally specific materials for conservation education.
- A national heritage survey and data bank of heritage resources is needed. The survey should include a strong local, i.e., grassroots involvement. It should include the interviewing of local historians. The data bank could be similar to the Canadian Heritage Information Network now being developed for museums across Canada.
- More interpretation and education is needed with respect to heritage resources in order to build support for conservation action.
- All levels of government must be made aware of the economic benefits of conservation. Where data are lacking, comprehensive economic evaluations of conservation, including public opinion polls, not just fiscal evaluation, should be undertaken. This information should be a prerequisite to land use planning, especially where significant heritage resources could be affected.
- Conservation groups must become more active in the political sphere, education (schools and industry), and land use planning. Efforts must be made to expand the networks to include not only the traditional conservation organizations but also educators, industry, and all levels of government.

Recommendation 3: Tourism and the Economics of Heritage

Heritage is largely an unrealized resource that currently has no popular economic caretaker. To what extent could tourism be an economic advocate?

- The provincial and federal governments together should construct a systematic framework within which the development of heritage as a tourist resource could proceed. Development incentives, guidelines, and a regulation enforcement body should be included. The various levels of government should work together in this mutually beneficial project. The result should include presentation of the various alternatives for evaluation to heritage groups and tourism interests.

- Provincial and federal resources should be made available to municipalities and reeves to survey and map heritage resources in their localities. This would open the door for local involvement in the conservation and development of heritage resources in many communities.
- The Saskatchewan Minister of Tourism and Small Business should appoint a member of the heritage community to the Task Force on Tourism.

Recommendation 4: Human - Natural Ecosystems Interaction

Natural ecosystems have been and continue to be dangerously stressed by abuse.

- Additional national park legislation should be passed which would establish legal areas of wilderness within national parks; and would require legal boundaries for town sites, downhill ski facilities and other resort developments, and transportation corridors in national parks.
- The Alberta government is urged to stop all plans and proposals to build the Slave River Dam. The federal government is urged to refuse the destruction of large parts of Wood Buffalo National Park. The National Parks Act must not be changed to allow such violence. This dam would irreversibly damage the Peace-Athabasca Delta, a World Heritage Site, and could shatter the integrity of Canada's priceless national parks system.
- The Saskatchewan government should act to help, and not hinder, the establishment of the Grasslands National Park of a full 350 square miles without which the self-perpetuating nature of the native ecosystem will be less certain.
- Provincial governments should act to balance the existing dominance of high intensity recreation in provincial parks by placing greater emphasis on the preservation of natural, self-regulating ecosystems and unique or representative

landscapes.

- The Saskatchewan government should seriously consider furthering its nomination of the Clearwater as a Heritage River by designating the surrounding area a provincial Wilderness Park.
- The definition of heritage should be broadened to include all air, soil, water and living resources and also developments compatible with their sustainable use.
- Legislation at all levels of government should be reworked to include conservation concerns. The legislation should be consistent with protecting air, land, water and living resources for sustainable development (as per the World Conservation Strategy) and with protection of the most significant heritage resources (consistent with the Bali Declaration). Regional, Provincial and Federal Conservation Strategies must be developed. And this legislation should embody means of enforcement.
- Parks Canada should be given the resources to broaden its interpretation and education program into all natural and cultural heritage areas including sustainable resource conservation and use.
- In order to offset the impacts on the environment caused by short-sighted exploitation there should be increases, not cutbacks, in research programs at all government levels which would enhance our ability to protect our heritage and derive the economic benefits from doing so.

Recommendation 5: Antiquities

Archaeological resources are threatened.

- It is necessary to have effective input by Canadian heritage resource associations to develop legislation that serves scientific as well as cultural and legislative needs (e.g., Canadian Archaeological Association, provincial societies, museums, universities, etc.);
- All federal agencies whose activities impinge, or have the potential to impinge on heritage resources should be required to conduct project impact assessment and mitigation

studies;

- All corporations, government agencies and individuals working on federal lands (and/or supported by federal money) should be required to conduct impact assessment and mitigation studies;
- Legislation to deal with illegal interprovincial transport of heritage resources must be developed and utilized;
- A national research design, not necessarily in Act, but by administrative body in consultation with archaeological offices of federal agencies and provincial agencies should be enacted;
- Guidelines should be developed for evaluating the significance of resources and appropriate mitigation;
- All citizens should have input into future cultural and economic developments, including the incorporation of native people and their concerns into the development of heritage programs.
- Federal Antiquities legislation, therefore, should be developed immediately in order to preserve our ancient heritage.

Recommendation 7: Built Environment

Heritage buildings and structures are a dwindling resource.

- Whereas our present tax laws encourage demolition of heritage structures and often the surrounding natural environment, the federal and provincial governments should change the tax system to encompass incentives to rehabilitate existing structures.
- That the National Building Code be amended to provide for the rehabilitation of older buildings with respect for their unique character while providing a satisfactory level of public safety.
- That the federal government take the initiative to involve the general public and the private sector in conservation of urban heritage, both buildings and neighbourhoods of historic and architectural value.

- Specifically, that the federal government eliminate disincentives to heritage property conservation, by: 1) developing assistance programs with provinces and territories to rehabilitate individual historic buildings and neighbourhoods/districts; 2) continuation of the Canadian Inventory of Historic Buildings (CIHB), which identifies and inventories significant historic resources; and 3) establishment of a National Register. Buildings and neighbourhoods listed on the Register would be eligible for federal grant funding for rehabilitation/restoration. Private owners of listed properties would be eligible for tax incentives encouraging rehabilitation and restoration of their properties (modelled after a similar U.S. program).
- That the federal government provide funds for facilitating representation of heritage groups that have an interest in the history, architecture and restoration/recycling potential of historic properties in their communities, e.g., Heritage Winnipeg, Inc., Heritage Regina, Manitoba Historical Society.
- That the existing Heritage Property and General Conservation Grant Fund under the administration of the Historic Conservation Section of Saskatchewan, Dept. of Culture and Recreation be increased from its present budget in order to encourage the proper recording, stabilization, preservation, management and interpretation of Saskatchewan's heritage property in 1985, Saskatchewan Heritage Year.

The caucus workshop debated these six issue areas. Diagrams were developed to place these and other issues in a holistic environmental context whereby "heritage values" at risk and underlying reasons were shown to produce certain adverse effects on man and land. Remedies and recommendations flowed from the need to resolve these effects.

Heritage Values at Risk	Reasons
• man-nature symbiosis	• price>value (quantity> quality)
• unique area	• neglect (narrow view)

Heritage Values at Risk	Reasons
• soils	• lack of foresight (short term view)
• aboriginals	
• heritage products	• complexity
• government's traditional role	• institutional arrangements

Effects

- Nature loses out
- Nature reduced to a "supplier"
- Irreversible damage
- Simplistic "solutions"
- Economic encroachment
- Loss of irreplaceable gene pools
- "Hit and run" use of biomass
- Loss of soil productivity
- Consuming "capital"
- Preference for expedients
- Surrender to export agriculture
- "Buck-passing" as an exonoration
- Deferral to the "centre"
- Institutionalization of development backwaters
- Distant, unresponsive bureaucracies
- Demolition and eradication through fiscal incentive
- Borrowing from the historical futures
- Undue support for "here and now" rationality
- Governments as suppliers of goods vs. regulators of values
- "Stash and slash" budget cycles
- Unavailabililty of simple yes-no decisions
- Problems without administrative caretakers

Remedies/Recommendations

for example

- Need for facilitating association in a national perspective, and for local endeavors

Remedies/Recommendations

for example

(cont'd)

- A framework for tourism - heritage relations
- Need for alternate "institutional arrangements"
  Indian lands
    - a "National Survey"
    - resource systems plan
    - demonstration project
- Recognition of World Conservation Strategy
- Scientific Conservation
    - aspen clones
    - aquifers/headwater
    - grassland gene pools
- Fiscal incentives for heritage structures

In the final analysis the workshop recognized a strong link between "right-to-benefit" and "obligation-to-maintain quality."

QUEBEC CAUCUS

Jules Dufour and Jean-Luc Bourdages were the workshop co-chairmen.

It was noted that Quebec, like other northern countries, possesses natural resources that are strategic for the production machinery of industrialized countries. The most abundant of these resources are pulp wood, hydraulic energy, minerals and a variety of wildlife. Are the rhythms of natural renewal among forest and wildlife resources being respected? Are rivers being developed for energy purposes with the utmost respect for the living areas of regional communities? Can agricultural land still support the production rhythms being imposed on it?In other words, can we ensure abundant resources for future generations? Is the network of protected areas sufficiently large and functional, so that we can learn today to conserve existing resources and to develop them in such a way as to ensure that they remain plentiful for the future.

Caucus members attempted to answer questions by using a comprehensive approach, that is, by taking all of Quebec as the territorial framework and examining both resource development and resource conservation practices. An outline for analysis was prepared:

- areas under development
- reserves or conservation areas
- tourist areas
- historical and cultural heritage
- research and education
- economic and social impact of conservation
- international aspects of conservation

Caucus members agreed to answer five questions for each issue:

- What major aspects characterize resource development, protected areas and conservation practices?
- What problems affect areas under development and protected regions?
- What solutions does the government recommend for these problems?
- What solutions are proposed by citizens groups and associations for these problems?

An extensive consultation process followed and numerous reports were prepared to examine issues raised (see volumes 2 and 4 of these proceedings). The following major issues were identified:

- The forest heritage is being depleted;
- Agricultural lands are losing their soil capabilities;
- The water bodies of the province are being polluted at an alarming rate;
- The wetlands of Quebec are being reduced and currently receive very little protection;
- There is a need for greater protection of natural sites and areas, including the need for natural and provincial parks, heritage rivers, ecological reserves, cave sites, controlled exploitation areas and urban open spaces; and

- The issue of recreation and outdoor leisure in Quebec was comprehensively addressed at a specially convened symposium which attracted 500 people.

Matters of historical and cultural heritage and the international aspects of heritage also were considered, but not treated in the same detail.

The Quebec caucus prepared a statement of principles from which to develop a set of eight recommendations that encapsulate the entire body of effort of the caucus.

> The principles that could govern our natural resource development and the establishment of a comprehensive conservation education program in Quebec must be drawn from ideas found in the Belgrade Charter (1975), the United National Environmental Program (UNEP), the UNESCO Man and the Biosphere Programme, and the IUCN declaration at the Tbilisi Conference

Genetic Diversity

Biological diversity is an essential condition for increasing the quality of ecosystems.

Maintenance of Ecological Processes

Natural phenomena owe their stability and self regulation to negative feedback.

Wisdom

This principle means respecting the limits set by environmental conditions.

Fairness

The ecosystems are a collective, not an individual, possession. "It is tied to the right to use the environment and its resources, a right that cannot be infringed upon without imperilling all living communities."

Recommendation 1: The Forest

The forest again becomes the source of social life and that citizens and workers participate henceforth in the decision making process involving forest development and management.

Recommendation 2: Agriculture

Henceforth, an essentially biological agriculture be developed within a regional cooperative framework.

Recommendation 3: Wetlands

Wetlands be protected by promulgating the Wildlife Habitat Protection Act as soon as possible.

Recommendation 4: Rivers and Lakes

Rivers and lakes be cleaned up using the appropriate preventive and corrective measures, chiefly, by eliminating lumber runs, completely halting the use of chemical fertilizers, pesticides and herbicides, and treating all industrial and domestic liquid waste.

Recommendation 5: Protected Areas

The network of protected areas be extended so as to enable Quebecers to employ methods of protecting all representative habitats in Quebec.

Recommendation 6: Environmental Quality Act

The Environment Quality Act be applied according to the "polluter pays" principle, and that the Parks Act be retained in its present version.

Recommendation 7: Conservation Education

A comprehensive conservation education program be designed by the government with the active participation of all intervenors in the environment.

Recommendation 8: Biosphere Reserves

The UNESCO concept of biosphere reserves be applied to ecological reserves in order that conservation can be effective and generate research as well as public education.

BRITISH COLUMBIA CAUCUS

Peter Dooling was workshop chairman.

The workshop focussed on a series of recommendations prepared by caucus members in advance of the Banff assembly. The wording of these recommendations and the search for consensus among workshop participants took precedence over presentation and review of the caucus report. (The report is contained in volumes 2 and 3 of these proceedings.) Recommendations approved at the assembly are set out below as received by the editors.

Recommendation 1: Crown Land and Sustainable Development

1.1 That a provincial conservation strategy be formulated, that it be the consensus of contributions by the public, special interest organizations and a wide array of resource interests, and when produced, endorsed and supported by the provincial government.

1.2 That the provincial conservation strategy be formulated to stimulate and guide British Columbia toward the production of a provinical crown land plan, such as the 1981 inter-ministry proposal.

1.3 That all candidate areas identified in Volume III of the provincial paper, British Columbia Caucus, Heritage for Tomorrow be researched and systematically evaluated for their suitability as designated park or other protected area status by agencies assigned responsibility for preparation of a crown land plan for British Columbia.

And further, that there be in the crown land planning process a mechanism for additional public nomination of protected area needs.

1.4 That upon completion of the systematic evaluation called for in Recommendation (1.3) that park and other protected area nominations would not be deleted without public review first and public justification for any decision to delete.

Further, in the preparation of the protected areas component of the crown land plan, that areas being considered for possible park status (candidate parks) or other protected status be announced to park and other protecting interest groups at the same time as they are made known to the extractive industries.

1.5 That in the cases of conflicting land uses, crown land plan preparation and periodic review, the Environment and Land Use Technical Committee (ELUTC) and the Environment and Land Use Committee (ELUC) must ensure that all interests receive fair and equitable treatment and public justification given for decisions made. Further, that the Regional Resource Management Committee be revived as part of this process.

Before leaving this issue, we stress that there is real need for sound planning and joint or cooperative action. Many in British Columbia referred to the deep-seated suspicion that exists all too frequently amongst conservation groups towards industry and vice-versa. We cannot, we believe, afford to let suspicion prevent us from pushing cooperative action between conservation groups, industry and government agencies just as far as we can. To try and make more of our own common interests and to cooperatively meet the challenges facing us, two further recommendations are made:

1.6 That suitable public acknowledgement by all resource users including the forest, mining and ranching industries, that the dedication of a reasonable proportion of B.C. public land, exclusively to park and conservation purposes, is a legitimate use of our resources.

1.7 That the Natural Resource Conference of British Columbia (perhaps renamed to a "Care of the Countryside Conference") be reinstated to enhance common interests and to cooperatively meet challenges facing the natural resource sector of British Columbia, including nature conservation, recreation and the related tourism industry.

Recommendation 2: Nature Preserves - Wetland Habitats

2.1 That the federal government decision to reduce the Canadian Wildlife Service by dismissal of 22% of the staff was excessive, is strongly objected to, be reversed and that research support for national parks, forestry management, and wetlands habitats be fully restored and enhanced.

Recommendation 3: Wilderness

3.1 That there be a comprehensive evaluation of the mechanisms designed to ensure the perpetuation of wilderness areas. Further, it is recommended by the Canadian Assembly on National Parks and Protected Areas that the federal and British Columbia governments enact wilderness conservation legislation to protect and preserve significant wilderness areas.

Recommendation 4: Natural Areas as Ecological Reserves

4.1 That the British Columbia Ecological Reserves Program, which pioneered the concept of ecological reserves in Canada and has made significant contributions to protect and preserve the natural heritage of British Columbia, be revived and improved upon as an important and meaningful land protecting designation.

4.2 That the selection of ecological reserves precede the allocation of other resource interests.

4.3 That ecological reserve designation is the most appropriate protective mechanism for ecologically significant areas that cannot tolerate much human pressure and are required as natural areas to serve the utilitarian ends of science and education. No substitutes exist for the program in British Columbia.

4.4 That a reserve system for fresh water environments, marine environments, as well as for terrestrial environments be completed as to help define a priority system of natural areas for scientific and education purposes.

4.5 That additional ecological reserves be established in British Columbia:

(a) Perhaps with national, provincial and regional parks, wildlife management areas and other conservancies;

(b) Within crown land, especially for areas within our pristine forests in view of the rapid intensification of forest use by man in British Columbia;

(c) Within the lowlands of the province which are largely privately held but contain many of the unique and singular ecosystems of British Columbia.

4.6 That the Ecological Reserves Program delineate and make more visible to the public:

(a) Treatment on reserves of natural events such as blowdown, fire and predation;

(b) Protection of reserves;

(c) Prohibitions such as those relating to hunting;

(d) Monitoring certain kinds of change, natural or man induced, more or less specific to reserve kind;

(e) Gene pool conservation relating to certain economic and non-economic species.

4.7 That the Ecological Reserves Program encourage the use of the reserves for low-impact research and education.

Recommendation 5: Heritage Coasts

5.1 That a comprehensive coastal planning system be implemented for the Pacific Coast of Canada.

5.2 That to protect representative areas on the Pacific Coast the dominant and extensive coastal fiord region must be included (Marine Region 6) in National Marine Park System Plans.

5.3 Whereas a national marine park would constitute a recreational and tourism-related magnet similar to or exceeding a provincial marine park, it is recommended that there be a clear articulation within the national marine park policy as to how such demands are to be managed.

5.4 That there be completed a system of marine parks on the Pacific Coast integrating both federal and provincial marine park system plans, a concerted and combined effort is required before opportunities pass. Further, respecting the provincial system of marine parks, five of seven "Marine Environments" sub-units are currently unrepresented: Fiord, Juan de Fuca Strait, Johnstone Strait, Queen Charlotte Strait and Near-Shore Hecate Strait. Most of the "Natural Landscapes" sub-units with a coastal component are represented with the exception of the Fiordland, North Coast Lowland/Islands, and Queen Charlotte Mountains.

5.5 The Biosphere Reserve Program holds potential for coastal British Columbia; for example, those lands immediately adjacent to Pacific Rim National Park be considered for Biosphere Reserve status.

5.6 That ecosystem monitoring over the long term be implemented to gain reliable data on the scale of recreation and other use pressures on marine life and aid effective management strategies.

Recommendation 6: River Landscapes - How Wild, How Green are our Valleys?

Whereas issues of water quantity, quality, impoundment and diversion are of increasing public concern indicating the need for comprehensive National Water Policy and wherein the protection of natural free flowing rivers is a vital component of any such policy, the British Columbia Caucus:

6.1 Endorses in principle both the Recreation Corridor Policy (RCP) of British Columbia as well as the Canadian Heritage Rivers System (CHRS), 1984 policy statements.

6.2 That British Columbia become a participating province in the Canadian Heritage Rivers System in realization that some rivers in the Cordilleran Region, such as the Stikine, transcend provincial significance and are part of a larger Canadian heritage.

6.3 That in implementing the Recreation Corridor Policy a natural or wild river waterway designation category be established, that planning and management policies be developed to ensure the perpetuation of the wilderness character of this type of river, and be implemented by the agency having current crown land jurisdiction.

6.4 That in the development of the Waterways Corridor Plan (Section 2.3(b)) study be undertaken to formulate and describe a set of themes which reflect the major characteristics of the natural history, human history and recreational potentials of the rivers in British Columbia, and further

6.5 That the suitability of rivers in terms of fisheries, land use, and management considerations be assessed to determine the extent to which it is desirable to protect any particular waterway.

6.6 That British Columbia's Recreation Corridor Policy (1984) include not only heritage rivers and trails but also heritage roads.

Recommendation 7: Isolation, Lack of Coordination and Cooperation in the Present Management of our Heritage is Excessive and Detrimental

That an immediate special effort be undertaken to collaborate on new multi-agency projects (including non-governmental agencies) such as the development and implementation of unique management designations for special areas of opportunity; the development of a Howe Sound Provincial Recreation Area would be an appropriate test case to foster a new positive collaborative relationship.

Recommendation 8: Process, Public Input and Public Review

That the Parks and Outdoor Recreation Division, British Columbia Ministry of Lands, Parks and Housing, articulate a policy on public involvement procedures, that this be open to public review and implemented within the near future.

Recommendation 9: Privatization of Park Facilities

That the privatization policies and procedures in both the national and provincial parks systems be open to public review.

That no privatization of land areas or access be permitted in either public park system.

Recommendation 10: A Recommendation for a Major State of the Parks Report

Whereas in recognition of the 75th anniversary year of the provincial park system of British Columbia (1911-86);

Whereas public awareness of and interest in our priceless natural asset presented by the provincial park system protected and managed under long-existing policies is high;

Whereas fundamental changes in provincial park character may potentially follow, subtly at first, on policy changes now underway;

Whereas there is growing public concern and need for open public debate of these policy changes;

Therefore, it is recommended:

(a) That there be a State of the Parks Report to the citizens of British Columbia in 1986, wherein the provincial government will fully describe its plan for completion of the provincial park system in the form of new park candidates; its intent, process and timetable for the redesignation of existing areas within the current system according to the Parkland Designation Policy of 1984; and equally as important, full identification of those policy changes now underway or anticipated, the options available, and their consequences to the park system: its area and resources; its use and users;

(b) That similar reports from federal and regional park authorities be prepared for their respective jurisdications;

(c) That under the auspicies of an independent body a public review of these documents be undertaken.

Recommendation 11: A Recommendation for a Comprehensive Review of British Columbia Outdoor Recreation Resources

Whereas there is need for a comprehensive assessment of British Columbia's outdoor recreation needs, recreation and related tourism industry;

Whereas such an assessment could contribute to our provincial vitality, a healthy economy and to the quality of our environment;

Whereas recreation and related tourism as land use and as industry has taken on new and increasing importance;

Therefore, be it recommended that the provincial government commission a comprehensive review of outdoor recreation policy in British Columbia, including a demand and supply evaluation with focus being to chart a course for the future.

Recommendation 12: A Recommendation for the Development of "Tribal Parks" as a Land Use Designation

Be it recommended that this assembly support in principle the definition and development of a concept of legislatively protected "tribal park" areas where as a component of their land claim settlement, native people of Canada declare and administer ancestral lands keeping them in a natural state for all to enjoy.

Recommendation 13: A Recommendation for the Location of a Parks Canada Regional Office Within British Columbia

Whereas there are at present no Parks Canada corporate personnel located within British Columbia;

Whereas the delivery of Parks Canada information and corporate programs with British Columbia has been restricted;

Be it recommended that Parks Canada establish a corporate headquarters in the Vancouver area, to be responsible for national parks, historic parks and sites in British Columbia and the Yukon, and to enable more effective administration of national and regional programs within the Pacific Region of Canada.

Recommendation 14: A Recommendation to Expand the National and Provincial Parks Systems and Protected Areas in British Columbia

Whereas only, 0.4% of British Columbia is protected by the existing national parks;

Whereas only 5.2% of British Columbia is protected by federal and provincial park designation, percentages which compare unfavourably with national and global figures;

Whereas many of the identified natural landscape regions in British Columbia are not represented or are underrepresented in either the provincial or federal system;

Whereas some of the remaining areas required to complete British Columbia's and Canada's park systems are currently threatened by alternative land uses;

Whereas this completion effort should be undertaken in recognition that there is an important additional mosaic of areas in need of protection which will assist in forming the basis for a sustainable economic future for the province;

Be it recommended that the provincial and national parks systems be expanded to include yet unrepresented areas, including the systematic evaluation of British Columbia caucus candidate areas.

Recommendation 15: A Recommendation Urging the Creation of Canada's First Integral National and National Marine Park in South Moresby to Celebrate the National Parks Centennial

Whereas the 500 square mile South Moresby area of the Queen Charlotte Islands is a natural and cultural heritage of both Canadian and world significance rapidly becoming an international tourist attraction;

Whereas South Moresby contains more endemic (unique) kinds of plants and animals than any other area in Canada;

Whereas the 138 islands in South Moresby provide over one quarter of B.C.'s nesting seabird habitat, nearby 40% of the very rare Peales Peregrin Falcon nesting sites and has the highest concentration of nesting bald eagles in Canada;

Whereas the diversity of marine species and productivity of the area's ocean is surpassed only by the area's exceptional beauty;

Whereas the Haida, the aboriginal title claimants to the area, want all logging stopped and the area preserved to protect the basis of their culture;

Whereas over 100 Canadian groups, representing more than 500,000 Canadians, support protection for South Moresby;

Whereas suitable opportunites for timber trades and compensation for existing logging interests in the South Moresby area have been identified;

Therefore, be it recommended that this assembly support and urge provincial and federal governments to preserve the entire South Moresby area as Canada's first national and national marine park as a true celebration of the National Parks Centennial;

Be it also resolved that the federal government assist the British Columbia government to accomplish preservation for the South Moresby wilderness area.

Recommendation 16: For Protection of Meares Island

Whereas Meares Island, adjacent to Pacific Rim National Park, is a 22,000 acre island with a magnificent old growth rain forest containing some of the oldest and largest trees in Canada, including the largest known living cedar over 62 feet in circumference;

Whereas this island's forest and the wildlife it harbours is not only a Canadian treasure, it is also the cultural heritage of the local native residents, the Clayoquot and Ahousat Indians;

Whereas the entire island has been declared a tribal park by these aboriginal title claimants, to be preserved and protected in its natural state for all to enjoy;

Therefore, be it recommended that the assembly support the preservation of Meares Island in its existing state.

Recommendation 17: A Recommendation to Create Stikine National Park Reserve

Whereas the Stikine River, originating in British Columbia and ending in Alaska, is an international navigable river with world-renowned natural and cultural history;

Whereas the US portion of the Stikine River, including the estuary, is protected by the US Stikine - Le Conte Wilderness Area;

Whereas the Tahltan Tribal Council and other native groups have aboriginal land title claims to the entire Canadian portion of the Stikine River watershed;

Whereas the Stikine River flows through the spectacular Grand Canyon, a natural feature unparalleled in Canada, and comparable to the US Grand Canyon of the Colorado;

Whereas the Stikine River Basin is world - renowned for its outstanding wildlife populations, including Stone sheep, osborn caribou, mountain goat, grizzly and black bear, bald eagles and gyrfalcons;

Whereas only 0.4% of the province of British Columbia is protected by the existing National Parks System, which is much less than the national average of 1.3%;

Whereas the Stikine River is currently threatened by major resource development projects, including: B.C. Hydro's proposed $20 billion, 7500 MW hydroelectric project; Gulf Canada's 1.5 million tonne/year anthracite coal mine in the Klappan River headwaters, and logging of cottonwood and spruce trees along the lower river within B.C.;

Whereas Parks Canada has identified three contiguous areas and sites of Canadian significance in the Stikine River basin, including the Spatsizi National Area of Canadian Significance, the Grand Canyon of the Stikine National Site of Canadian Significance, and Mt. Edziza National Area of Canadian Significance;

Whereas Region 7, the Northern Interior Plateau Natural Region, within which the Stikine River basin is located, is not currently represented in the national parks system;

Whereas four environmental groups, including the Friends of the Stikine, the Residents for Free-Flowing Stikine, the Yukon Conservation Society and the Southeast Alaska Conservation Council, representing citizens from both Canada and the United States, met and agreed upon the management and protection of the Stikine River basin as an ecological unit, on May 22-23, 1985 in Telegraph Creek, B.C.;

Therefore, be it hereby recommended by this assembly that: the Stikine National Park Reserve be established along the entire Canadian portion of the Stikine River from the north and south boundaries of the US Stikine - Le Conte Wilderness Area at the US border to the headwaters of the Stikine, Little Klappan and Spatsizi rivers;

Be it also recommended that the establishment of a Stikine National Park Reserve be subject to the resolution of the land claim of the Tahltan Tribal Council, that the traditional activities of native hunting, trapping and fishing activities be allowed to continue and that the Tahltan people be fully involved in the planning and management of the national park;

Be it also recommended that there be a moratorium on further resource extraction or industrial development until appropriate consideration of these recommendations has been made by the governments concerned.

Recommendation 18: A Recommendation to Endorse Wilderness Protection Status for the Stein Watershed in Southern British Columbia

Whereas the 400 square mile Stein watershed, only 100 miles from Vancouver, is the largest remaining undeveloped natural watershed in southern British Columbia;

Whereas this area, composed of glaciers, and mountains, deep forest and broad meadows, forms an area of great diversity from desert at 800 ft. where the Stein enters the Fraser, to 8000 ft. alpine peaks, contains the best representation of southern B.C. wildlife;

Whereas the wilderness recreational resource exceeds the values of industrial forest resource - all economic analysis indicating that the B.C. taxpayers will have to subsidize the logging by over $15 million to pay for the difficult access road to this rugged area;

Whereas the pictographs and archaeological evidence indicates this is one of the oldest inhabited valleys in B.C.;

Whereas the Lillooet Tribe, native title claimants to much of the Stein, hold the area to be sacred and have formally requested that it remain natural wilderness;

Therefore, be it hereby recommended that this assembly urge the provincial government to assign wilderness designation protection to the Stein watershed.

Recommendation 19: A Recommendation for Protection of the Cascade Wilderness Area

Whereas the historic and natural heritage values which have been identified in the proposed Cascade Wilderness Area: including a long list of well documented historic trail and trade routes significant in the exploration and development of British Columbia;

Whereas there is a long tradition of recreational use of these areas with demonstrable economic value;

Whereas the Government of British Columbia has included the areas within the provincial forest and is commencing with planning activities which may lead to forest harvesting in the area, before demonstrating the economic viability of such logging;

Whereas the timber resource may be factored into the calculation of the annual allowable cut for the area, and other resources restrict the opportunities for further preservation;

Whereas the area has been proposed as an extension to Manning Provincial Park by many public interest groups and the Parks and Outdoor Recreation Division of the Ministry of Lands, Parks and Housing;

Therefore, it is recommended that the Government of British Columbia take immediate action to protect the Cascade Wilderness Area in perpetuity.

Recommendation 20: A Recommendation to Create the Khutzeymateen Grizzly Bear Sanctuary

Whereas grizzly bears, salmon, and old growth coastal forest are all living symbols of the wild Canadian heritage, all of which are threatened in Canada and in North America;

Whereas the Khutzeymateen watershed is remote, virtually pristine, constitutes a well-defined natural ecosystem, supports one of the highest concentrations of grizzly bears in Canada, four very productive salmon runs, and superlative river bottom forest;

Whereas the Khutzeymateen represents an opportunity to establish the first grizzly bear sanctuary in Canada, and represents what may be the last opportunity to create a reserve for a concentrated, coastal population of grizzlies with a high possibility of future, long-term viability;

Therefore, be it recommended that the entire Khutzeymateen River watershed be established as a wilderness park or conservancy, with a core river bottom area designated as an ecological reserve, and be it further recommended that there be a moratorium on any watershed until such time as the proposed wilderness park or conservancy, and the ecological reserve, be established and be it further resolved that appropriate restrictions on hunting, logging and other industrial activity, be placed on areas adjacent to the Khutzeymateen watershed to protect the proposed wilderness park or conservancy, and the ecological reserve.

YUKON AND NORTHWEST TERRITORIES CAUCUSES (THE NORTH)

Nancy McPherson was the workshop chairperson.

Caucuses of the Yukon and Northwest Territories undertook individual and joint activities north of 60°. Both caucuses convened workshops and prepared main reports and supporting documents (see volumes 2 and 3).

The Yukon workshop proposed several major recommendations prior to the Banff assembly and following discussions in the workshop (see Final Plenary) added others. Both sets of recommendations are set out below. The first seven recommendations appeared in the Banff assembly edition of the Yukon report; the other twelve were generated through the workshop. (Also, 33 topic recommendations were made prior to the assembly.)

Seven recommendations common to the discussion of specific natural and cultural heritage areas were put forward throughout the work of the Yukon caucus. Caucus members believe these recommendations constitute overriding themes that should be emphasized in considering natural and heritage conservation for the Yukon. They do not appear in any order of priority.

Recommendation 1:

That greater emphasis be placed on the education of resource managers and the public regarding the values of cultural and natural heritage conservation.

Recommendation 2:

That the conservation planning process for cultural and natural resource management involve the public in decision making through consultation and review of draft policies and management plans.

Recommendation 3:

That native people be involved to a greater extent in the management, planning and interpretation of natural and cultural heritage.

Recommendation 4:

That existing native place names have priority for cultural and natural features and protected areas in the Yukon.

Recommendation 5:

That native land claim settlements be of the highest priority.

Recommendation 6:

That government agencies, public interest groups and the Yukon public continue to work cooperatively toward the conservation of cultural and natural heritage.

Recommendation 7:

That existing legislation be utilized to its fullest extent to preserve heritage resources.

The following recommendations were put forward during the Canadian Assembly Workshop on the North. They focus largely on new approaches to the protection of natural heritage.

Recommendation 8:

That new mechanisms such as the Memorandum of Understanding be explored for potential use in arriving at joint agreements between federal and territorial agencies for the protection of natural and heritage conservation features (e.g., Parks Canada/GNWT Memorandum of Understanding for the creation of Ellesmere National Park Reserve).

Recommendation 9:

That land claim agreements be viewed as a potential mechanism for the designation and protection of natural and heritage resources (e.g., COPE Agreement - the creation of the Northern Yukon National Park).

Recommendation 10:

That joint management regimes between parties (federal, territorial, native) be explored to achieve the highest possible level of protection.

Recommendation 11:

That the Northern Land Use Planning Agreement between DIAND/YTG/CYI be signed as soon as possible.

Recommendation 12:

That the World Conservation Strategy be applied to the Yukon.

Recommendation 13:

That the Report of the Task Force on Northern Conservation be officially acknowledged, accepted and implemented by the Yukon Government.

Recommendation 14:

That federal legislation be reviewed and amended to avoid conflicting mandates with respect to resource management (e.g., the Fisheries Act, the Quartz Mining Act, the Placer Mining Act, the Territorial Land Use Act).

Recommendation 15:

That the concept of a heritage resource county be considered for the purpose of setting aside an area(s) for traditional activities.

Recommendation 16:

That protective status be given to areas of habitat for the purpose of reseeding depleted wildlife populations (i.e., gene bank concept).

Recommendation 17:

That Conservation Agreements be negotiated with industry for the purpose of environmental restoration or joint conservation projects.

Recommendation 18:

That the international significance of northern conservation values be recognized and that international designations and agreements be negotiated immediately. (Porcupine Caribou Herd International Treaty, International Salmon Treaty.)

Recommendation 19:

That the Nature Conservancy and the World Wildlife Fund be encouraged to become more involved in funding conservation projects in the Yukon.

Much of the effort of the Northwest Territories caucus was directed to a workshop in Yellowknife and commissioned works on conservation through native claims (John Bayly) and legislative opportunities for delegation of managerial and policy making responsibilities to northerners in implementing conservation strategies on northern lands (Letha MacLachlan). The paper on "Conservation Through Native Claims" captures the essence of colliding value systems and the evolution of native people's approach to conservation. The second document on the legal basis and current scope for conservation and for delegation and direct involvement by northerners, paints a bleak picture for these opportunities unless changes to current legislation or land tenure systems are effected.

The Northwest Territories caucus supported work on Oral History: Conservation and Native People (Nancy MacPherson et al.) and on Selected Criteria for Northern National Parks (Tom Munson).

The recent approval of a joint federal-territorial Land Use Planning Process for the NWT is an important step toward resolving conservation issues. This process is central to the recommendations in the Northern Conservation Task Force report. Land use planning will be guided by a Policy Advisory Committee comprising representatives of the four aboriginal organizations in the NWT.

John Bayly's paper shows how central the heritage conservation goal is to the aboriginal claims process. He points out the stalemate which has ensued because of the "question of control." The land use planning model is viewed as a step in the right direction and may well break the deadlock between government and the special interest aboriginal organizations.

Letha MacLachlan points out the dilemma of northern people interested in conservation - that delegation of authority is not possible under existing legislation and even in the single case where this is possible (the Canada Wildlife Act), administrative complexity and/or land tenure impede action.

The review of park establishment criteria also indicates that the system has not been fine-tuned and claims for a park to represent each biogeographic area may therefore be on uncertain ground.

Most, if not all, of these issues have been addressed by the Northern Conservation Task Force. For those particularly interested in the establishment of protected areas in the North and in northern conservation generally, the Task Force's recommendations should represent a starting point for an action plan. Both federal and territorial governments should respond in detail to that report.

The NWT caucus concludes that if we seize the initiative provided by land use planning and the Task Force report, we may be able to break the deadlock on northern conservation.

ONTARIO CAUCUS

Kevin McNamee and Don Huff were workshop co-chairmen:

Thirteen recommendations emanated from the Ontario caucus workshop. These are set out below and followed by a summary of workshop discussions of each recommendation.

1. That a constituency of those who support parks and protected areas be built by continuing the caucus process in the form of a forum for all interested groups. This forum should be expanded to include groups not involved in the caucus, such as the tourism industry. It should be run by non-government organizations but may be supported in part by government;

   Techniques to build a constituency are recommended as follows: (#2-6):

2. Publish a newsletter about current events in Ontario parks;

3. Produce cable television programs to communicate park concepts to the public;

4. Build park and protected area concepts into school courses;

5. Educate ethnic groups who may not have a tradition of environmental preservation about parks and protected areas;

6. The forum should act as a common voice for the future direction and policy of conservation in Ontario and at a national level;

7. That there be an overall park policy for all agencies in the province that deal with parks, and that NGOs should recommend to government what that policy should be;

8. That there be a system of wildlife areas as a separate classification of park where hunting would be permitted;

9. That a park classification glossary be developed that would define each type of park in Canada, list the resource uses permitted in each class, and draw parallels between similar classifications in different jurisdictions;

10. That ongoing discussion be maintained to inform the public about how privatization of parks is done, how it is monitored, and how it is evaluated;

11. That the role of privatization in the spectrum of parks be defined;

12. That further privatization of parks be stopped until the effectiveness of privatization is assessed; and

13. That a network of volunteers should be developed by NGOs and government.

Recommendation 1: Constituency Building

Three questions were addressed: (i) definition of "constituency building," (ii) definition of the nature of the problem of constituency building, and (iii) mechanisms to resolve the problem.

(i) Constituency building was defined as the development of a body of individuals and groups interested in parks and protected areas. Some constituencies are: federal government, provincial government, the public, specialized non-government groups, and youth.

(ii) A constituency in support of parks and protected areas needs to be built because a broader base of support is required to advocate sound park legislation and policy. While there has been progress in building a park constituency through the Strategic Land Use Planning (SLUP) process, much of the public remains unaware of parks and protected area issues, and therefore one role of non-government groups (NGOs) is to keep the public focussed on issues and dispel the impression that park issues have been largely resolved by SLUP. There is also a need to expand the base of support to groups such as the tourism industry and to continue their involvement after the assembly ends.

(iii) The recommended means of building a park constituency is: to continue the caucus process in the form of a forum for all groups interested in heritage preservation, with leadership for the forum from NGOs, supported in part by government, and expanded to include those interests omitted from the caucus such as the tourism industry. The forum can be used to learn other points of view, and involved groups can in turn build a larger constituency for parks.

As an addition to this recommendation, the techniques recommended for building a constituency are: (a) publishing a newsletter, perhaps distributed monthly, about current events in Ontario parks, for individuals with a special interest in parks, (b) trying to produce cable television programs that would communicate park issues to the public. (e.g., University of Waterloo/Parks Canada Liaison Program is doing half-hour shows at no cost that can run several times over local and other cable stations.), (c) building park literacy into school curricula. (Manitoba schools have successfully overcome the resistance to adding new material to an overburdened teaching staff's workload by offering provincial parks as a resource for use when teaching environmental subjects already on curricula.), (d) educating a growing immigrant population that may not have a tradition of environmental preservation. (It was suggested that the idea of natural heritage preservation be woven into the existing idea of cultural heritage preservation that exists in some ethnic communities.)

It was recommended that the caucus forum process be continued in Ontario with the mandate of communicating the concept of heritage to the general public at all levels, and acting as a common voice concerning the future direction and policy of conservation in the province and at the national level.

Recommendation 2: Park Policy/Establishment

Although Ontario has a very good park policy in the "Blue Book," this policy has been thrown into question by the June, 1983 announcement of "Guidelines" that contradict the Blue Book in stating that many types of resource use except logging will be allowed in some parks, including wilderness. The Ontario park policy must therefore be clarified.

Fred Helleiner asked representatives of the Ontario Ministry of Natural Resources whether the Blue Book has status. Norm Richards, Director of Park Planning at MNR, responded that the past Minister of Natural Resources, Alan Pope, stated the Blue Book has not changed, but that there will be some exceptions to it. MNR feels it is still possible to have a pure wilderness experience in some zones of parks like Woodland Caribou (wilderness parks that allow such resource uses as hunting, commercial fishing, mineral exploration). Fred Helleiner responded that these exceptions in some parks open the door to resource use in other parks. Norm Richards noted that the Minister received the message from environmental groups that they were willing to compromise on such non-conforming uses, in the interests of getting any parks established, and that on one occasion it was even stated that hunting may be acceptable so long as it is not mechanized.

Recommendations derived from the above discussion were:

(i) That there be an overall park policy for all agencies in the province that deal with parks. NGOs should recommend to government what that policy should be rather than accepting the government's concepts for policy. It was recommended that the primary role of the forum mentioned above should be setting this agenda regarding park policy. Some participants in the caucus workshop, however, felt that policy setting is a government, not NGO, responsibility.

(ii) Lance Males of the Ontario Federation of Anglers and Hunters (OFAH) noted the OFAH has no objection to the Blue Book policy with the exception the organization would like some parks open to hunting, and members would like a pro-hunting voice in the forum. OFAH feels that hunting is a valuable part of their cultural heritage.

It was therefore recommended that a system of wildlife areas be established as a separate park classification where hunting would be permitted. Lance Males noted that a system of wildlife refuges was tried in Ontario and failed because stockpiling of wildlife is not feasible. Some participants in the workshop felt this should include federal and provincial wildlife areas, others felt that no national parks should allow hunting. It was also noted that hunters have 96% of the province available for hunting, though much of this is in the comparatively inaccessible north.

(iii) It was recommended that a park classification glossary be developed, and that it should build on existing classifications such as the IUCN's. The glossary would help produce a park literate public. It would define each type of park in Canada, including the full range from total protection such as Wilderness or Ecological reserves to minimal protection such as Recreation classifications. It would list the resource uses permitted in each class, and would draw parallels between similar classifications (e.g., Ontario's "Waterway" classification may parallel Alberta's "Wild River" classification for a given set of reasons).

It was felt by some participants that we need to "get tough" about multiple use and state that all parks cannot be all things to all people. To maintain the credibility of the park concept, the potential park constituency must be able to identify clearly what resource uses are allowed in parks, as distinct from crown or other types of land. They should be able to discern for instance, that no resource development is allowed in national parks, rather than getting the message that all parks have some types of resource use, and there is therefore no real difference between parks and non-park areas that allow a range of land uses.

Recommendation 3: Privatization

Paul Eagles and Fred Helleiner summarized the B.C. caucus views on privatization; that while they were not necessarily opposed to it, they wanted to know how it would be done, how it would be monitored, and how evaluated, and that privatization of some facilities may be acceptable but not of land. Fred added he thought interpretation shouldn't be privatized. Jane Stuart and Jim Potton concurred that privatization of facilities in Manitoba provincial parks, but not resource management or interpretation, has worked well. Paul Eagles noted however that he has experienced excellent interpretation done by a private operator in a U.S. park, and that privatization of interpretation may be acceptable if the funds earned stay in the park.

Sean Usher noted that while privatization is justified on the basis that it reduces government operating costs for parks, there are hidden costs that he feels may make privatized park operations more expensive to operate in some cases.

Kevin McNamee noted there is not enough data to judge the value of privatization at this point. It was suggested therefore that park managers should experiment with privatization for the moment, so long as the option remained open to stop privatization if it proves warranted. Norm Richards stated that MNR has just announced it is doing an internal government study of the 18 parks privatized in their entirety in Ontario, that the Ontario Parks Council will review the issue publicly, and that no further whole park operations will be privatized until the results of this review are in. The Council's recommendations are due the end of December, and at that time the financial record of the 18 parks will be opened to the public. The Minister of Natural Resources has committed himself to respond by the end of January 1986. Sean suggested these 18 parks may be special cases, and may not represent all aspects of the privatization question. Recommendations derived from the above discussion were:

(i) That ongoing discussion should be maintained to inform the public about how privatization is done, how it is monitored, and how evaluated;

(ii) That the role of privatization in the spectrum of parks be defined; and

(iii) That privatization be stopped and assessed.

Jim Christakos, Director of Parks Canada's Ontario Region, stated that privatization applies to national parks in that since less funding is available, there is strong sentiment in Ottawa that as many operations should be privatized as possible, and that this can free up funds for resource management.

The main question regarding privatization may be who does the job best, and this may in some cases be local volunteers. It was noted that, for example, the Cooperating Associations program is not intended to substitute paid jobs with volunteer labour, but rather to expand services, and that it can be used to recruit conservation workers.

Bob Graham noted that volunteer groups need to have their thinking updated so that they perceive themselves as professional organizations that operate like a business, at a profit for example, and that they will need the help of other sectors in doing so.

It was recommended that (iv) volunteers should work with government to produce a network of volunteers and work for long-term motivation for sustained work on resource concerns.

Agenda items 5 and 6, concerning communicating mandates better to the public, and the role of volunteers, were not dealt with due to lack of time, although some points were considered as part of discussion on agenda items 1 to 4.

Thematic Workshops

September 6-7, 1985

TOURISM AND HERITAGE USE AND CONSERVATION

In background notes prepared for two workshops, the chairman, Barry Sadler, placed the subject in context. "It is evident," he stated, from the caucus reports and other assembly activities, "that there is a high degree of interest in the relationship of tourism and heritage use and conservation." Three fundamental points or premises were seen to govern the workshop:

- "Tourism" and "park" interests have often been in conflict in the past and certain basic differences in philosophy and purpose which underlay these conflicts remain important today. Yet it is also becoming widely recognized that the two sectors have goals in common and can be seen as complementary rather than conflicting. The general issue that the workshop is addressing is how a positive relationship between tourism and heritage use and conservation can be forged.
- Within national parks and similar reserves, the primary mandate of heritage protection and the need to accommodate visitor use and facilities are in continuing tension.
  The problems are well known, and often the source of conflict between conservation and development interests. A specific question being addressed at the workshop is how the impact of tourism can be managed in parks.
- It is evident that the two questions are different in scope and in potential for tourism and park interests in reaching some form of initial concensus. A future oriented, prescriptive analysis of the issues and options (see national issues paper) might be most productively conducted by recognizing that the second, specific problem is ultimately dependent upon a common ground of understanding and action being found on the more general issue. The Canadian Assembly offers an unparalled opportunity to begin to build the framework for collaborative problem solving.

The objectives of the workshop, therefore, seemed to be:

- to clarify the issues and establish goals/principles for the integration of tourism and heritage use and protection; and within this context,
- to suggest appropriate ways and means for managing the impact of tourism within national (and provincial) parks and equivalant reserves.

In both cases, the appropriate time frame for discussion is the longer term; realistically the next 15 years to 2000 A.D.

A checklist of questions was prepared, respecting tourism - heritage linkages and the management of tourism in parks.

Linking Tourism and Heritage

- What kinds of processes and mechanisms are needed to "match" recreational demands with the appropriate sources of supply (bearing in mind emerging socio-economic trends)?
- How, for example, should regional tourism development/ marketing programs be integrated with national and provincial park systems planning?
- What kinds of additional designations and facilities seem to be needed beyond those which will round out traditional park and reserve systems (e.g., scenic highways, trails and waterways, cultural landscapes of outstanding interest and so on)?
- Who should be responsible for their planning and management?
- And then can we coordinate parks tourism responsibilities with the development and promotion of recreation and leisure values in related areas, such as forest management, transportation planning?
- What is the role of the private sector in all of this?

Managing Tourism in Parks

- How can the right balance be struck between use and facility development in national parks and other protected areas?
- What ways and means are available for identifying and managing capacity?
- Is zoning within parks and regional planning outside them the answer?
- What forms of development control are realistic and appropriate in national parks which are major tourism destination areas?
- What is the future of townsites in national parks: hold the line on growth, redraw park boundaries to exclude them, etc?
- What are the opportunities for creative community, redevelopment or urban redesign of park townsites?

The tourism industry prepared a lengthy contribution for the assembly through the auspicies of the Tourism Industry Association of Canada (TIAC). The first main presentation to the workshops was made by Gary Clarke, Louis D'Amore and Walter Kehm on behalf of TIAC. They summarized their remarks as follows:

The three most serious threats confronting human kind are:

- environmental degradation and resource depletion;
- the potential for nuclear annihilation; and
- the growing disparities between have and have-not nations.

The International Union for the Conservation of Nature and National Resources (IUCN) in recognition of this first threat responded in 1980 with a World Conservation Strategy. The central theme of the Strategy is one of sustainable development. It emphasizes that conservation is necessary for development and that development is necessary for conservation. In that same year (1980), the World Tourism Organization issued what is now known as the Manila Declaration. The Declaration acknowledges that without world peace, there is no tourism. Beyond this recognition, it asserts that there is no better way of promoting mutual understanding and good will than through tourism. Tourism is also a potential vehicle for economic and social development in many third-world nations. Tourism, it concludes, can be a vital force for peace.

Tourism leaders in Canada recognized as well that a healthy tourism industry requires a quality environment. Indeed, it has formally endorsed the World Conservation Strategy. As we explore the next 100 years of our parks and heritage resources, they should be considered within this broader global context. Parks Canada, as the major agency within Environment Canada, will play a lead role in shaping an environmental ethic very responsive to our global situation.

The potential exists for a "high synergy" relationship between parks and tourism in developing concepts and world class models from the theme of sustainable development. Such models should reflect scientific, philosophical and religious principles which suggest the inter-relatedness of all things and the unity of man/woman with nature.

Townsites within our national parks should be considered as integral components of our heritage and world class showplaces of man/woman living in harmony with nature. Park townsites should be an expression of the best in human beings as co-creators with nature.

A new vision for the role of the parks must see preservation and use not as a duality or as a source of conflict but as an opportunity for a "Creative Conspiracy." Park visitors or tourists, through usage of the parks system, can gain broad understanding and appreciation of our environment.

Townsites and visitor service centres can serve as models to instill in people an understanding of the need for fundamental change within our communities to create sustainable human and natural environments. Visitors (or tourists) should be equipped following their parks "experience" to return to their communities as "Ambassadors of a New Age Environmental Ethic."

The view of preservation and use as a "tension to be managed" should now be abandoned in favour of a conspiracy of tourism and conservation interests to jointly use the parks system as a means of creating a better environment within our country as a whole - an example for the world.

A major issue at stake is the restatement of the policy which governs Canada's national parks, especially as it relates to Banff and the four mountain parks. The future of Banff townsite in particular, can only be planned if it is a direct expression of its role within the broader parks context. Banff townsite should be the literal space capsule within the spaceship of Banff National Park.

The definition of the ecological importance of the park and its wilderness beauty should shape the planning and design of the town. A clear statement of the Banff "experience" is therefore required.

If the surveys are correct which indicate that most of the people who use the townsite engage in activities which parks policy implies is inappropriate, then either parks policy is too idealistic or the goals of attaining an appreciation of the natural environment are unattainable. It is our conclusion that people respond to the environment created for them. We believe that Banff can stand as a world example of excellence which fosters ecological integration and environmental awareness. What is needed is the clarification and statement of the thematic concepts which will guide all present and future developments and foster environmental values.

The redefinition of these guidelines must consider the following issues:

- Growth management on a regional scale (i.e., Canmore, Banff, Lake Louise, valley corridor and surrounding provincial and private land holdings and municipalities).
- Alternative land use and transportation options.
- Evaluation of public services based on their ecological fitness and ability to be recycled.
- Pedestrian accessibility and open space linkage to the park from the townsite.

- Enhancement of environmental education and interpretation.
- Improvement of the aesthetic quality and image of the townsite.
- Maintenance of the existing town boundary and adaptive reuse and infill development within the town.

To accomplish the redefinition of the Banff townsite goals and objectives we endorse the need for a new non-political council or authority to develop strict guidelines governing growth options, recreation and conservation, ecological fitness and economic factors. The federal government must retain trusteeship for its townsites. Its mandate to protect the integrity of the parks should be strengthened while fostering the development of centres which can truly be called heritage sites. To this end, other agencies of government at the federal and provincial levels should be more active partners. As a phase one development, Heritage Canada, as part of its Mainstreet program, should be asked to assist in the upgrading of downtown Banff.

A second presentation was made by Richard Butler on behalf of ORCOL, the Ontario Research Council on Leisure. An outline of his remarks is set down below.

In the last few years the relationship between tourism and heritage areas has come under increasing scrutiny. This is due to a number of factors, some of which have been well aired at previous conferences and symposia. They include the need to protect heritage areas from overuse, the development (especially the infrastructure) which is nearly always a prerequisite of tourism, the resulting change in perception of areas as tourism becomes increasingly important, the "need" to decrease Canada's balance of payment deficit for tourism, the view of tourism as an agent of regional development utilizing heritage areas as key attractions, the view of tourism as a means of increasing visitors to restore the importance (and budgets) of park agencies, and the fact that heritage resources and tourism can, in some situations, have a positive symbiotic relationship.

One of the results of the discussions and disagreements has been an unfortunate tendency towards polarization as to whether there should or should not be tourism in heritage areas. This polarization is termed unfortunate because it has tended to obscure many of the real problems which result from the fact that there already is tourism in most heritage areas.

When discussing the issue of tourism and heritage areas in this location (i.e., Banff), one is in great danger of falling prey to an infectious and debilitating intellectual disease called "Banffitis." One of the effects of this ailment is confusion in the person's mind about the nature of Canadian national parks. They all become mountainous, dissected with transportation routes, and filled with camera toting, wildlife feeding, skiing fanatics who drive campers and stay in luxury hotels. The patient often suffers delusions about being trapped in an apparently endless public participation exercise on planning, and sometimes becomes convinced that all national parks in Canada were created by a man named Van Horne as a cunning ploy to fill his trains and keep his workers clean by letting them bathe in hot springs.

In other words, particularly in Banff, we are liable to look at the problems of national parks through Banff-tinted glasses. This comment is made only somewhat facetiously, as having attended two other excellent conferences on Canadian national parks in this location (1968 and 1978) and read a considerable amount on Canadian national parks, it is apparent that the bulk of the good published research has focused on the western parks and Banff in particular. There are many good reasons why this situation has come about; the age of the western parks, their popularity, their accessibility, their attractiveness, and the fact that they experience some major problems of use and overuse all make research attention and effort understandable and indeed necessary. However, we should constantly remind ourselves that the problems which manifest themselves here and in the three adjoining parks are not necessarily either typical of problems in other Canadian national parks, nor automatically a foretaste of what will happen in these other parks. Clearly there are lessons to be learned from what has happened over the last century here in Banff, but we need to bear in mind that the problems of Kejimkujik, Georgian Bay Islands and Pukaskwa bear little resemblance to those of Banff or Jasper.

Townsites exist in very few parks, railways in none outside the west. Hotels are absent from all eastern parks, as in general are vast expanses of mountains. While Point Pelee may experience the greatest visitor pressure in terms of visitors per hectare, it does not have the problems of tourism which Banff has. Thus it is argued that it is essential to a complete discussion of tourism and heritage areas to recognize that while Banff may represent most clearly some of the major problems resulting from tourism in heritage areas, it is not necessarily typical nor complete in its portrayal of the problem.

A particular problem is the misconception, fostered quite deliberately one suspects, in some quarters, that the tourist industry is clean, non-polluting and infinitely expandable. It is clear however, that while such impressions may be substantiated in a few places for a limited period of time, in the long run, in most areas, the tourist industry should be seen as an industry with the attendant costs and benefits which most industries share. The image as portrayed in an Ontario government advertizement of the 1970's that "Tourists take nothing but photographs and leaving nothing but footprints" ignores the problem of several million Polaroid film tear sheets and footpaths ankle deep in mud, apart from a multitude of other impacts.

Clearly therefore before the role of tourism in heritage areas can be determined, a much closer examination should be made of the tourist industry itself and the effects it is having, and likely to have on areas which have been identified as "heritage areas."

Dr. Butler went on to make several points including the following:

- We should approach each park and tourism issue individually.
- We may have to accept some historic non-conforming uses in national parks, but we should not assume that various

tourism facilities automatically have a place in national parks.

- The relative impact of hotels and campgrounds was questioned. Is a campground more appropriate in a national park than a hotel?
- With respect to the ageing of our population, how will this alter the tourism service in national parks? Also there is a pressing need to give greater attention to handicapped and ethnic groups.
- To improve liaison between parks and tourism, heritage groups and agencies must become more fully involved in tourism conferences.

A third statement was made by Peter Neugebauer respecting tourism and the North, particularly in respect of the Northwest Territories. He pointed to the large area, the depressed economy of the North, where government must be pragmatic and consensus seeking. In the NWT parks and tourism are jointly administered, parks having three foci. There are about three dozen existing small sites near roads or communities; larger territorial parks such as Blackstone now are being developed; and there are the national parks whose existence, role, management and use is a function of successful negotiations with Parks Canada. He noted that the Government of the Northwest Territories supports preservation, but not necessarily using southern criteria; native people and economic situations also must be kept to the forefront.

In workshop discussions it was stated there is a history of trying to get alliances between tourism and conservation interests. Perhaps a "Tourism and Conservation Council" should be considered. Organizations representing these interests were challenged to get together to determine common concerns. Tourism can be a valued ally to conservation interests and the view was put forth that less posturing and more pragmatism should be the route to follow.

Other issues raised included the following:

- Marketing: who should market parks? What are the implications? For instance, Parks Canada markets a "Heritage Philosophy," yet it also lures tourists.
- Research: there is a lack of information on park visitors; and we need a list of park-tourism research priorities.
- There were complaints about the presence of army facilities in the park.
- We should stress tourism is based on the intrinsic appeal of the park environment, not extrinsic alterations unrelated to a park.
- Parks must be used to be appreciated.
- Tourism and its economic development justifies parks politically (note failure of IBP initiative).
- At issue is management and design.
- Areas for strict nature protection perhaps should not be designated as parks, but as nature reserves wherever tourism is absent or limited.
- How we view aims/priorities of parks dictates how we view the place of tourism in parks (recreation parks or nature reserves).

John Marsh, reporting on the workshops, summarized the overall mood as follows:

- We know there is a history of conflict between nature protection and tourism.
- We know there is scope for cooperation.
- We have today backed off a confrontation over this issue.
- It remains unclear whether this means we will pursue a cooperative approach or continue to battle in the political arena over tourism in parks.

IDEOLOGY AND A BROADER VIEW OF HERITAGE

Gilles Lemieux was chairman, with input from Christian de Laet, Keith Neufeld and Jules Dufour.

The workshop came forward with the following statements and recommendations:

In context of the turbulent situation in a world which everywhere is experiencing drastic environmental stress, it is appropriate to define Heritage more broadly than simply pristine natural areas. Unless human relations with the rest of life on earth become sustaintable, threatened global well-being and perhaps even survival of humans as a species will put in doubt the virtue of ideologically isolating protected areas from the rest of human/land relations.

Heritage is the existing context of the past. It is the broad set of still existing opportunities in all areas of human relations with natural, historical and cultural resources. It is a common property, whose inseparable benefits and obligations are on loan from future generations in trust to the present generation.

Recommendation 1: Interpretation/Education

Interpretation and education continues to be one of the most valuable functions of parks and heritage areas. The focus of such activities should be on the needs and opportunities available for sustainable symbiotic relations between humans and the land.

Recommendation 2: World Conservation Strategy

A primary goal for the coming three years should be the adoption and integration of the principles of the World Conservation Strategy (WCS) in all sectors of Canadian society. This could be pursued by preparation and implementation of national, provincial and regional/municipal conservation strategies.

Recommendation 3: Nuclear Arms Race

In light of increasing awareness that all aspects of life on this finite globe are interrelated, it is no longer plausible to isolate Heritage from larger concerns for human survival.

The federal government should move to cease involvement of all sectors of Canadian society in the nuclear arms race. This extends to include research, development, manufacturing and sales of all products and services associated with nuclear weapons.

Recommendation 4: Royal Commission

In the context of the federal government's commitment to consultation with the people of Canada; and whereas the nearly two year Heritage for Tomorrow process has revealed deep rooted concern in Canadians about many important issues; a Royal Commission on the Environment - Heritage and Future should be established.

Recommendation 5: Heritage and Development Demonstration Project

There are many opportunities available for innovation. Governments and NGOs should collaborate on the establishment of a Heritage and Development Demonstration.

Recommendation 6: Department of National Defence

Military activities should be discontinued in national parks. The DND cadet camp should be removed from Banff National Park.

Recommendation 7: Conservation Corps

There appear to be substantial possibilities offered in the establishment of a National Conservation Corps; this should be investigated further.

Recommendation 8: Private Initiative

Continued discussion should be fostered on the role of non-governmental, private voluntary and not-for-profit associations.

ALTERNATIVES IN PLANNING AND MANAGING HERITAGE AREAS

Irving Fox was the chairman. Sandra McCallum was rapporteur.

The title of the workshop was changed from "Heritage Areas" to "Heritage Resources."

In his preparations for the workshop the chairman made the following points:

The identification and assessment of alternative ways of planning and managing heritage resources must take into account at least four sets of factors. These might be classified as follows:

1) Objectives of Heritage Resource Conservation:
   - to conserve cultural resources, including linguistic, historic and archaeological values:
   - to conserve biological resources including:
     - ecosystems
     - natural communities
     - particular species
   - to conserve landscape resources including:
     - wild rivers
     - wilderness
     - outstanding scenic areas

One or more of these objectives may be sought through establishment of historic/archaeological sites, ecological reserves, sanctuaries, wilderness areas, wild rivers and parks, or through adoption of cultural preservation programs.

2) Area of Significance
   - national
   - regional/provincial/territorial
   - local
3) Planning and Managing Activities
   - developing and establishing overall policies governing protection and management of heritage resources.
   - financing the acquisition, planning and managing of activities.
   - identification, designation and acquisition of individual heritage resources.
   - establishment of policies and plans governing use and protection of a specific resource (e.g., a specific park, a specific ecological reserve).

- exercising controls to assure adherence to policies and plans for each specific resource.
- development and maintenance of use facilities (e.g., roads, trails, restaurants, campgrounds, motels).
- accommodating users (e.g., interpretation, operating restaurants and other facilities.

4) Entities That Might Be Involved in Planning and Managing Heritage Resources in Some Way.
   - federal agencies
   - provincial/territorial agencies
   - local agencies
   - native organizations
   - private profit-making enterprizes
   - private non-profit organizations
   - organized interest groups
   - unorganized general public

With the foregoing factors in mind, a detailed assessment of all alternatives would be an enormous task. For example:

> What might be the role of each category of entities (4) with regard to activity (3), for each kind of heritage resource (1) for each area of significance (2)?

This would necessitate the examination of hundreds of questions. In an attempt to meet constraints imposed by limited workshop time for discussion, six questions were asked:

Question 1: How should heritage resources be identified, defined and selected for protection and policies established governing their conservation and use?

Question 2: Who should be involved and how should they be involved in the process preferred in response to Question 1?

Question 3: If conflicts arise in selection and policy making for heritage resources, how should such conflicts be resolved?

Question 4: How should heritage areas, selected for protection, be acquired or controlled?

Question 5: Who should be responsible for interpretation, operation, development and maintenance of facilities?

Question 6: Who should be responsible for regulating use and protecting the heritage resource?

Responses to each question, as discussed in the workshop, are noted below:

1) How should heritage resources be selected and policies established?
   - depends on size of jurisdiction and population.
   - depends on whether title is public or private.
   - no matter which process is used, need to ensure it operates effectively.
   - most jurisdictions have some form of land and water planning process which could operate more effectively if more political will and less "regional ad hocery."
   - conservation and heritage should be given equal weight with other resource uses. Most jurisdictions appear to give preference to one resource use.
   - the process should provide for broad public representation.
   - a centralized agency should be considered.
   - a need for more efficiency and less duplication of effort.
   - a need to explore a variety of ways to fund.
   - explore the possibility of cost recovery schemes.
2) Who should be involved and in what way?
   - everyone - the public (i.e., including private non-profit organizations, industry, tourism associations and the like).
   - to achieve this need funding.
   - need to explore ways which do not further burden the tax payer
     - cost recovery
     - tax incentives
     - private funds
     - insurance
     - user pay
3) How should conflicts be resolved?
   - need to avoid polarization.

- requires openness.
- need to explore alternative methods of dispute resolution, e.g., mediation, arbitration.
- in order to bargain all parties need "rights" with which to bargain.
- ultimate choices will generally be political - need to enhance information available for effective political choices.
- judicial resolution should be a last resort - not a goal.

4) How should heritage areas be acquired or controlled?
   - holding title not sole model.
   - need to examine new models for control.
   - need to examine models from Sweden, United Kingdom and Australia where control is through private as well as public title.
   - should explore controls by native people through native title.
   - alternate control techniques may enhance local awareness, interest and pride.

5) Who should be responsible for interpretation, operation, development of facilities?
   - title holder has ultimate responsibility.
   - volunteer or non-government agencies can monitor.
   - real issue is one of effective control.
   - consider hearings to determine issue and renewal of leases/licences.

6) Who should be responsible for regulating use and processing the resource?
   - if the public was involved, much self-regulation should follow.
   - answer depends on the sensitivity of the resource.
   - should have variety of mechanisms depending on resource.
   - important not to lose sight of the resource and get lost in institutional and political framework.

FIRST NATIONS AND HERITAGE USE AND CONSERVATION

Leroy Little Bear chaired the workshop. Special contributions were made by Chief Frank Kaquitts and Sykes Powderface of the Stoney

Tribe and Harley Crowchild of the Sarcee Tsuu t'ina Nation. Peter Jonker was rapporteur.

Initially much discussion focused on the Native holistic view of the world as distinct from that of Euro-Canadians. Some examples of these differences included:

Native Indians	Euro-Canadians
- cyclical concept	- linear concept of time
- emphasis on spatial relations and dimensions	- emphasis on temporal dimensions
- highly conscious of environmental context	- highly conscious of people context
- oriented to "Process"	- oriented to "Product"
- religious respect for natural, rhythm, i.e., "equilibrium"	- tenacious belief in growth toward "bigger and faster"

Two presentations were made. The first was from Chief Frank Kaquitts on the role of Indians in the national parks system.

If I told you that we are filing a lawsuit to get back our lands, including the national parks, I think that not too many people would take me seriously. But let me tell you immediately that the loss of our traditional lands is a very serious matter for us Stoney Indians.

Here are some facts:

- The hot springs cave used to be a sacred site for us. Today it is providing jobs and money for the National Parks people. Most of my people are without jobs.
- We used to get our peace-pipe stones at places such as Pipestone Creek. Now there are ski-lifts that provide money and recreation for non-natives. We are not permitted to gather stones now. In fact, today we have to pay money in order to enter the parks for just looking around. We do not have a long-term economic base that earns us this money.

- We used to camp every summer at the foot of the Cascade Mountain. We may not camp there any more. There is now a small airport which serves only the white man.
- In the old days we used to travel along the Indian highway across the Rockies. Although our Indian highway was not paved, it was most important for our survival through hunting and trading. Today there is just the Trans-Canada highway for cars and trucks that support the white man's economy.
- We used to hunt all around this area now called Banff. Today we are forbidden to hunt and gather here, and many of my people need to hunt and gather.
- In the old days we used to visit the Kootenay Indians in B.C. for inter-tribal trade to support our survival. Today we are not able to pursue the old way of making a living any more and that's why we don't visit the Kootenays anymore. Today most of my people cannot depend on a long-term economic base.

I could go on and list dozens of other examples. But, let me get right to the point: when our ancestors made treaties, they agreed to share the lands and resources. We never agreed to give up any control over these resources. And where are we today? I have just showed you that, somehow, the idea of sharing the resources and the lands got changed. Somehow, the government got control of the resources and has been feeding us a small spoonful now and then if we got too hungry.

How did we get into this mess? It was easy, now that I look back on it. You see, we Indians thought about the land as sacred and not as something to be owned in the way white man wants to own the land. There is a big difference here between our philosophy and that of the white man. We believed that the lands were made by the Creator and that we could only occupy them and eat the meat and roots that grow on them. We believe that hunting animals should be for food, not for sport or antlers. In our traditional culture, we respected the lands.

What happened next is that the white man came along and, I guess he must think he is God because it seems he has pushed the Creator aside and now occupies his place as the land owner. Today we hardly pray to the Creator to give us good hunting. Instead, it seems, we are forced to pray to the Minister of Indian Affairs that our grants will not stop this year, that our budgets will not be cut, and that our land claims will soon be settled so that we can have a long-term economic base for our survival.

Unfortunately, the Minister does not always listen to our prayers. And that is why I am here today. We want more control over our resources, we want to share in their management. We don't want to be reduced to praying and begging any more. I will fight to achieve that goal.

If you are getting worried, let me ease your mind. None of my people wants to get into the national parks to hunt the animals to death or rape the natural areas of medicine, pipestone and plant foods.

All we want is this: that our traditional area once more become an important economic base for us. Let my people work as wardens, as game officers, and as natural and cultural interpreters. Let's get the Indians operating the Indian craft shops in the national parks. I cannot think of any role more appropriate for my people. We have ties with the mountains and the wilderness that span not just one or two centuries, but many, many centuries. It is a deep shame that this was not done years ago.

Harley Crowchild raised several points for consideration:

- Parks Canada philosophy of preservation and protection is only part of our traditional and present beliefs and practices.
- Indian people have always lived in harmony with nature. They accepted the bounty of the land which they required to survive, but at the same time, they accepted the responsibility to protect, preserve and help Mother Earth and all things from harm.

- If an animal or plant or tract of land was needed, only what was required was taken and the rest left unharmed to repair or regenerate itself so that when next needed by the Sarcee, it would be there.
- We have followed this tradition by setting aside over one third of our nation land, approximately 25,000 acres, as a wilderness area. Although it is difficult to preserve, we have worked on it and as an area in a natural state, there are no other areas closer to Calgary which exist in such a state. Like Parks Canada, while we enjoy the use and appreciate the beauty now, our main goal is to ensure that our future generations will also have that opportunity.
- The Sarcee Nation and Parks Canada have many differences:
  - originally this land was Indian land, therefore, it is only right that more of the mountains, rivers, lakes and trails should be named with Indian names.
  - in the area of hunting, Treaty Indians are the people that should be asked to thin out any over-populated areas.
  - Treaty Indians should be allowed to gather herbs, medicines, pipestones, etc., where it's required.
  - at certain times of the year and at certain sites, Indian people should perform sundances and fasting that they have considered religious, in the areas they still remember.

These problems need to be addressed and dealt on.

- I draw your attention to our similarities, it is here I believe that the First Nations of this land can make significant contributions to preserve it.
- In many areas our philosophy and our methods could be adopted to better educate the general public about the need for preservation.
- We have many things in common which should be thoroughly discussed, perhaps not here but through some kind of dialogue which could be established here.
- We must also remember and make clear to the public that the preservation of nature is not just a fad but a necessity. If we destroy this Mother Earth, she may in time recover but only after we, the destroyer, are no longer here to witness such a rebirth.

Workshop discussions brought out a number of points on which many present agreed although there was not necessarily unanimity. These included:

- Competition between traditional Native and Western values has resulted in conflict between long-term planning and short-term gain.
- Westerners should learn to have:
  - "awe" of the natural environment;
  - "fear" of technology.
- The conservation equilibrium must have absolute priority over leisure regarding use of natural environment.
- Conservation should not be a value reserved for parks only. It is a value that should apply to a life style and predicates survival of the planet.
- So long as people continue to view parks as playgrounds, the process of creating parks and drawing attention to wilderness areas is a threat to their conservation.
- Management accomplished from a holistic, native philosophy will avoid resource depletion, such as in Europe.
- Native involvement in management and administration of parks occurs in other countries (e.g., Australia). It has proven to be beneficial.
- An excellent goal for the next 100 years is to build an elite corps of parks managers and administrators; and that this corps consist of native Indians who have a holistic view.

The workshop reached consensus on five recommendations, originally forthcoming from Chief Kaquitts:

- That talks begin immediately between Parks Canada and affected Indians to discuss Indian participation in parks management.
- That special training programs be started immediately so that native Indians can be rangers, wardens, field technicians and natural/historical interpreters.
- That local Indians be used to help thin out over-populated game herds in national parks, if and when management decides that thinning is necessary.

- That interpretive programs in the national parks pay much more attention to Indian history and Indian cultural ecology.
- That Parks Canada use the original Indian names of mountains, rivers and other landmarks instead of non-Indian names.

THE ROLE OF VOLUNTARY ORGANIZATIONS IN HERITAGE CONSERVATION

Kevin McNamee was chairman of the workshop. Elizabeth Franklin was rapporteur, Paul Pritchard and Gordon Nelson acted as consultants, and American Farmland Trust provided financial support to international delegates participating in the workshop.

The goal of the workshop was to identify problems and solutions necessary to improve the ability of voluntary organizations to assist in heritage conservation. A number of representatives from the international heritage conservation community were invited to share with Canadian delegates information on international heritage programs, their successes and problems in implementing such programs, and strategies employed.

Voluntary heritage conservation organizations play an important and unique role in trying to maintain natural and cultural heritage resources. Such groups are involved in, amongst other things, public education, promoting public awareness, advocacy, land acquisition, research, publication and networking. The ability to engage in activities that are utilized to achieve their organizational goals is hampered by such things as poor funding, insufficient public support, inefficient organization and inability to utilize volunteers.

Several background papers were prepared to stimulate discussions (see Volume 5 of these proceedings). The papers address methods seen to be responsible for an organization's success and other key issues and themes including: lobbying; information and research; funding; use of volunteers; links with universities and other groups; relations with governments; and solutions to these problems.

Workshop themes were developed at the first of three sessions by asking each participant to identify an organizational issue and a heritage or park issue. The themes identified below were the most commonly mentioned by the participants.

- Constituency Building
  - Information transfer (networking)
  - Building membership
  - Developing credibility
  - "Selling" heritage to corporate/business
  - Public awareness (education & inspiration)
- Corporate Planning
  - Internal organization
  - Fund raising
  - Build leadership
  - Staffing
- Protect Resources
  - Credibility (information)
  - How to win (Advocacy and co-operation)
- Volunteerism
  - Involvement
  - Appropriate roles

Valuable input to the workshop was provided by Roland Maw, Chris Johnson, Chris Wood, Gerry Kristianson, Tom Cobb, Maria Theresa Koberg, Will Shafroth, John Carruthers, Daryl Peck, Nicholas Polunin, Gavin Henderson, Hans Bibelreither and many others.

The final recommendations and findings of the workshop are set out below.

Recommendation 1: Constituency Building

- It is the position of this workshop that government should offer tax credits for contributions to the voluntary sector.

o Organizations should develop and undertake broad-based public awareness programs on heritage conservation. A variety of mediums, including inspirational communications, the arts community, the media, and others could be used in this effort. The awareness programs should be directed at policy makers, industry, the international community and the public - to develop political, financial, public support, and participation.

Recommendation 2: Corporate Planning

- Conservation is a world wide mission and voluntary organizations play a vital role in its furtherance.
- Voluntary organizations should develop a clear statement of mission, priorities, goals and plans, which are professionally stated and presented.
- Voluntary organizations should meet periodically to share information and experience.
- A national conservation council should be established for mutual support, staff training and development.
- The sky should be the limit in fund raising - think BIG - the money is there if the task is approached professionally.

Recommendation 3: Resource Protection

- That an environmental bill of rights be established to facilitate access to information, legitimate public consultation and standing in the courts.
- That institutional (e.g., legal) mechanisms be established or strengthened to facilitate citizen involvement in the decision-making of all government agencies and international organizations (e.g., CITES).
- That there should be increased opportunities for environmental education to inform the public and establish the basis for leadership development among future generations.

- That formal and informal linkages should be strengthened among groups concerned with heritage, to include but not necessarily be limited to, universities, nature and scientific organizations, citizen environmental groups, the business community, and government heritage conservation organizations.

Recommendation 4: Volunteerism

The role of the voluntary organization community should be:
  - to act as a watchdog over the permanency of public trust;
  - to advocate improvements to heritage conservation;
  - to stimulate action in existing programs and to develop new programs.
- Voluntary organizations should inform governments and the general public of their roles, functions and needs.
- Voluntary organizations should create a stronger political constituency.
- Governments should create a climate that is supportive of voluntary organizations and their present and future programs.
- Changes in government policy which affect the management of the public heritage resources should not be undertaken without consulting and involving the voluntary sector.

MANAGING LAND USE IN AND AROUND HERITAGE AREAS

Cliff Wallis was workshop chairman. Cheryl Bradley served as rapporteur.

The workshop began with three preparations.

- Coordinating Cooperation - The Need for Understanding, by Julian Dunster, University of Waterloo.
- Managing Land Use for Conservation Outside Traditional Heritage Areas, by Norbert Kondla, Alberta Energy and Natural Resources.
- The Need for Strictly Protected Natural Areas, by Diane Pachal, Alberta Wilderness Association.

The presentations showed that there are different ways of managing land use, but for economic, social and scientific reasons, conservation has major benefits in all land management systems. In addition, there was a restatement of the need for strictly protected, undeveloped areas.

The discussion focussed on broad approaches applicable to managing land use in and around heritage areas, primarily attempting to put protection, conservation and development into proper perspective. The aim was to draw upon people's experiences and to point out directions which will work to achieve conservation goals over the next 100 years (more realistically, the next 10 years).

A number of key discussion points were identified by the chairman.

- Is there a need for strictly protected areas?
  - caucuses and public opinion polls show strong support for them.
  - industry says that there are too many, too large and that, with appropriate measures, heritage resources can be safeguarded.
  - what are the reasons strictly protected areas are needed?
  - can they be strictly legislated or more flexible?
  - are we grossly underestimating the value of natural ecosystems?
  - are our strictly protected areas really strictly protected or are they just multiple use at the protection end of the continuum?
- Do all resource uses pose unmitigatible threats to heritage resources?
  - short-term jobs or long-term ecological and economic stability?
  - for short-term decisions, do we err on the side of conservation or on the side of economic development?
- Should national parks and other strictly protected areas be opened up for limited and environmentally sensitive resource extraction?

  - what would these areas be like in another 100 years?
- What is the role of the public in decisions regarding land use in and around heritage areas?
  - local participation, natives
  - public opinion polls
  - integrated planning
  - buffer areas, Man and Biosphere (MAB) Programme concept
  - non-government initiatives
  - balancing local needs with global requirements
  - overwhelming general public support for more and larger protected areas but a lack of government and industry support.
- Where should land management efforts be concentrated?
  - establishment and management of strictly protected areas?
  - conservation-oriented land use and development?
- Could more conservation goals be achieved if land management and ecological/heritage knowledge was more integrated?
  - interagency cooperation; buffer areas, MAB concept
  - research/information requirements - ecology, history, archaeology, economics, sociology
  - interrelationships between strictly protected areas and the long-term effects (economic and ecologic) of poor management of soil, water, air, range, forest and marine resources on outside lands.
  - conservation as an integral part of land management, not another competing use.
- should significant heritage values be traded off for marginal economic benefits and vice versa; what if there are significant heritage values and economic benefits at stake?
  - development of regional, national, world conservation strategies.

In terms of an action plan the chairman asked that the following matters be considered:

- What is the role of:
  - the general public?
  - government? (and at which levels?)

  - conservation groups?
  - industry
  - local residents

- Who should be talking to whom?

- How must each group be involved in land management with respect to heritage areas?

- What priorities would be set?

  - example 1: managing strictly protected areas?
    small, medium, large, few, many?
    for what reasons?
    permit development?
  - example 2: development of conservation/development strategies?
    integrated planning?
    government, non-government lands?
    non-government initiatives?
  - example 3: legislation changes?
    relaxation, strengthening?
  - example 4: funding?
    for research, public consultation, planning?

A series of observations, improvements and new requirements flowed from the workshop. These are noted below:

- There needs to be encouragement for consensus and decision making at all levels, including "lower levels" of government and individual citizens.
- Widespread public involvement in land use management options must be secured.
- Planning must be proactive, not reactive.
- Fulfill the need for protected areas for personal and social (research, economic) reasons.
- Must specify what needs to be protected and end goals.
- Refer to Categories, Objectives and Criteria for Protected Areas (IUCN) which outlines ten types of protected areas

from ecological reserves/parks to transition areas/buffers around parks.

- Break down polarization between conservationists and "productive" sector of society (World Conservation Strategy strives to do this).
- Important to integrate philosophies; get all affected parties involved.
- Productivity includes conservation, tourism, resource extraction.
- Private conservation organizations such as The Nature Conservancy can purchase lands or rights (e.g., timber) for conservation purposes; can give tax breaks to industry in acquisition agreements; can cooperate with public (government) agencies in purchasing buffers around parks. ("Honest broker" role; mediate/initiate purchases.)
- There are alternatives to purchase such as agreements, easements and local by-laws to ensure compatible developments on areas which have to be protected.
- Need forums for public to get opinions on protected areas across, e.g., standing committees.
- In protected area planning, conflicting parties should approach problems with less emotion, more objectivity, and be prepared to compromise.
- Need "hands on" public involvement, e.g., canal systems in Britain.
- Amenity (heritage) conservation should permeate all resource development; part of mandate of government agencies involved in resource development.
- Government agencies concerned with amenity conservation often have little power relative to other agencies.
- Suggest overall committee/commission with mandate for conservation.
- Need industries, other ministries and unions onside or will have little influence or success.
- Lack of political will on part of elected representatives; individuals should be encouraged to approach their elected representatives regarding conservation matters, e.g., environment kit with facts, questions and answers circulated widely during Ontario election.

- In developing conservation, strategies all affected/interested actors should be invited to be involved.
- Any action plan needs to be very future-oriented; must acknowledge present mega-production orientation of major corporations; plan for post-industrial society - two to three generations.

WILDERNESS AND WILDLIFE

Stephan Fuller was workshop chairman. Julie Gardner was rapporteur.

The chairman observed that notwithstanding the title of the workshop, a broader, more comprehensive title would be appropriate. the national issues paper reflects this problem, as it identifies the historical covergence and growth of wildlife conservation and wilderness preservation movements. As our historical awareness of wildlife issues has grown into an understanding of the need for habitat and ecosystem preservation, so has our awareness of the broad range of related benefits: reserves for scientific research, preservation of ecological processes, preservation of genetic diversity, public education, protection of renewable resources (e.g., potable water) and so on. The list of benefits is long, and it has been restated in many different ways, but the extent to which these benefits can be effectively used as the basis for new protected areas remains problematic.

The biophysical benefits attendant upon the protection of wilderness areas include:

- Wildlife preservation
- Genetic diversity
- Serendipity values
- Ecological benchmarks
- Scientific reserve
- Public education
- Renewable resource production
- Option/bequest values

- Economic benefits
- Direct economic benefits
  - recreation (intensive)
  - recreation (dispersed)
- Strategic resource preservation
- In-absentia benefits
- Spiritual/cultural
- Personal

A number of presentations were made by participants. Vivian Pharis of the Alberta Wilderness Association noted:

- Wilderness and wildlife cannot be separated. Wilderness without wildlife is scenery.
- In Alberta, there is a wildlife crisis caused by habitat loss. Examples were provided, including populations and habitats of bear, wolverine, cougar, wolf, goat and woodlands caribou.
- Policies ensconced in Alberta's Wildlife Act include game ranching. Once there is a market for "wild meat" it is impossible to control poaching.
- New wilderness areas have not been established during the many years the AWA has been in existence.
- In the national parks, trains and highway vehicles are taking a great toll of wildlife.
- Several problem areas on the Eastern Slopes (e.g., Kananaskis road open in winter, Mt. Allan ski site), as well as the integrated land use process for the region as a whole.

Tom Munson (Yukon Conservation Society) made the following points:

- The removal of hunting from a park area in the North would appear to the native people to be absolutely wrong if they have traditionally hunted there.
- The parks system is only partially effective in protecting wildlife and wilderness. It tries to satisfy everyone but does nothing really well.
- Protective legislation really has not been applied to the

Yukon.

- In the North, the "hunting ethic" is a better preserver than legislation.
- Fence in industries.
- Wildlife management is in the inventory stage.
- Best approach for wildlife preservation is pressure from the outside.
- There is not a wildlife policy in the Yukon.

Grant Copeland spoke on problems in the Stikine (see Final Plenary). John Theberge noted that:

- There is an urgency to establish large wilderness areas, especially to protect large mammal predator-prey relationships.
- Parks Canada and other agencies that contemplate giving people the right to hunt in parks must have well researched, detailed policies on the management of those hunting activities, and they need a comprehensive data base on which to base those policies.

John McCandless provided views from a Lillooet Indian perspective.

- Scientific information on the environment is valuable but it must go together with other types of knowledge, especially native people's wisdom.
- We need wilderness desperately, the more the better, as seed stock to maintain sacred places, until we can achieve a change in social consciousness.
- We have to heal our landscape beyond the small protected areas, think of wilderness like an organism, like a watershed, like an individual human - we are each a wilderness in ourselves.

Irving Fox discussed threats to the Spatsizi area, especially respecting its wildlife and the creation of an organization with funding to respond to the situation.

There appeared to be consensus on the following points:

- Recognition of the demonstrable benefits of wilderness preservation, but the message is not always received or understood by local populations.
- Recognition that wilderness can be protected using a range of methods, including strict designation and wildlife, and resource management activities must vary appropriately. But the phrase "wilderness protection" is often equated with strict designation and there is a need to emphasize the spectrum.
- Wildlife preservation ultimately requires strictly protected areas, some of which should be large (huge) enough to protect major predator/prey systems. There is concurrent recognition of the need for traditional harvesting activities to continue, but both types of areas can co-exist. There is related recognition that the establishment of scientific reserves should lead to their use as such.
- Governments do not adequately recognize the need for strictly protected areas for wilderness or wildlife protection. Also, with respect to government there is:
    - often an inadequate policy context
    - often contradictory policy
    - lack of data and minimal mechanisms to collect
    - science to management linkage is weak
    - cutbacks in and when there should be increases
    - lack of enforcement
- New efforts needed:
    - researchers/managers must recognize and expand relationships with constituency groups.
    - better interpretation and demonstration of the results of wilderness preservation and research - to expand the support group constituency.
    - cooperative research units (governments/agencies/public) to improve the science - management linkage.
    - expansion of the Private Research Foundation model.
    - financial support.

COMPLETION AND EXTENSION OF HERITAGE SYSTEMS

Philip Dearden was in the chair. Julie Gardner was rapporteur.

Phil and Julie had been requested by the project management team to review causus candidate area information put forward by the respective caucuses and their findings were an important part of workshop discussions.

The chairman posed three questions:

- Should we set completion targets?
- Should this forum endorse park proposals?
- How can public be more involved?

A summary of information contained in the caucus reports was presented.

- Strong support expressed for systems completion (meaning Parks Canada).
- National parks are not the only way of conserving heritage.
- There is unanimous support for more public involvement.
- There is recognition of the special status of native people and the need to include them in deliberations.
- Over 500 candidate areas for protection have been identified across Canada.
- There is an emphasis on marine conservation and parks.
- Only two caucuses placed priorities on areas; it is a difficult task.

The chairman asked, what should we do with these "wish lists"?

Each list has been sent to relevant government agencies to ask what they plan to do about such areas. A panel made up of two government agency staff (including Parks Canada) and representatives from The Nature Conservancy, National and Provincial Parks Association and the Yukon Conservation Society spoke on the topic.

A special presentation on the subject was provided by Julie Gardner. The workshop reached five major conclusions:

- Systems completion is not an end in itself.
- Systems completion is not worthwhile at expense of quality.
- We need allies to complete systems. Tourism may be an ally but is may also produce problems.
- Agencies must consciously decide whether to complete systems and give this action priority, or just maintain existing systems.
- Political will needed to complete systems; also need public awareness.

COMMUNICATION, EDUCATION AND RESEARCH

Paul Eagles was workshop chairman. Tony Sinclair was rapporteur.

The chairman noted that most of the caucus reports conceded that more communication, heritage education and research is valuable and required. The critical issue appears to be the methods of setting and achieving goals in these fields.

The major issues in this workshop are:

- Communication in the field of Heritage Resources. What information should be communicated? To whom? By whom?
- Education: is there still a place for federal government heritage interpretation and education given the recent budget cuts in these programs by the federal government? What new institutional arrangements for program design and delivery are possible?
- Research: more information is helpful to decision making. Who decides what research is needed and who does it? Is there a role for universities and colleges here?

To help approach the issues the following presentations were made:

- Canadian National Parks as Ecological Baselines, by Tony Sinclair, University of British Columbia.
- Heritage Education and its State in Canada, by Paul Eagles, University of Waterloo.
- Strengthening University/Heritage Conservation Agency Relationships, by John Carruthers, University of Waterloo/Parks Canada.

Major points put forward by the speakers for respective subject areas were as follows:

Research (T. Sinclair)

- Basic premise: natural ecosystems are intrinsically valuable to man and this underlies our desire to conserve. Technical decisions include:
  - maintain genetic diversity
  - preservation of rare species
  - understanding how natural ecosystems work
  - providing something we do not yet appreciate
- Ecological control areas should be used as scientific tools.
- Objective: keep human interference to a minimum. Consequences:
  - use conservation area
  - semi-natural areas can be used
  - area must be large enough
  - must represent major habitat
  - natural change is allowed
  - monitoring is needed

Education (P. Eagles)

- There is a strong call for the involvement of local people in the interpretive programs of parks. This is especially the case in remote areas that have populations of native Canadians.
- Heritage interpretation/education involves much more than that which occurs in national parks; there are substantial programs in provincial parks, remote areas, in private renters, on television, being done by NGOs, Federation of

Ontario Naturalists, Project Wild.

- Heritage education is alive and well in Canada; numerous examples given.
- We need one unified body, there is now an association of interpreters and an association for education with no connection between them.

Communication (John Carruthers)

- There is the need for a new era of increased cooperation.
- Federal government funding is needed to assist research of value to conservation agencies and the people.

Workshop participants added many other points of view. These included the following:

- The audience generally agreed with the idea of environmental monitoring but what do you measure; what is the definition of an ecologist?
- Is it reasonable to ask for professional accreditation of ecologists?
- The Parks Canada/University of Waterloo agreement must emphasizes communication - this starts with the various departments - Recreation, Biology, Environmental Studies - at the university and branches out.
- There was a consensus that a long-term environmental monitoring on national parks is worthwhile for investigation. The big question is: What is measured? Who decides what is measured? Who does the measurement? Where is the measurement done?
- There were expressions of support for the concept of national parks ecological baselines and controls.
- The comment was made that the average member of the public has less knowledge about "nature" than he/she had earlier.
- Participants agreed that much more environmental education is needed.
- The loss of all the guided programs in the Interpretation Division of Parks Canada was roundly rejected.
- One major goal is a conservation ethic in all segments of society. This should be a goal to be established by the

assembly. For example, if this occurred, we would need fewer parks.

- This group would like to see the Parks Canada/University of Waterloo Liaison experiment enlarged and continued.
- Environmental education - future goals: make it compulsory in schools in Canada; institutional development in parks for the use of environmental education is needed; make the World Conservation Strategy the focus for this thrust.

INTERNATIONAL ASPECTS OF HERITAGE CONSIDERATION: IMPLICATIONS FOR CANADA

Chairman: Jim Thorsell.

Several matters were addressed, the major points arising from these including the following:

- Two aspects of international concerns were discussed, Canada and its neighbours (e.g., border parks) and Canada and the tropical developing countries.
- The Canadian system is one of the best in the world, it is respected internationally and leadership of the conservation field is expected.
- Canadian parks have their problems but many developing countries have problems an order of magnitude greater (e.g., Mozambique, Bolivia, etc.), so the national park movement is not alive and well everywhere.
- Canada is already involved in many aspects of heritage conservation at the global level, as seen by:
    - Canada/U.S. joint directors annual meeting;
    - sponsoring international conservation meetings (Arctic Heritage): Ramsar, CITES, World Conservation Strategy, Fate of the Earth);
    - through foreign assistance programs of CIDA, CUSO, CESO, IDRC, WUSC;
    - active participation in international conventions especially World Heritage;
    - active support of international conservation agencies, UNEP, UNESCO, IUCN.

The following is a summary of specific issues addressed:

- Involvement in the various international conventions and with the international agencies is not fully recognized or appreciated by Canadians in general. We need much more awareness of our global responsibilities for maintaining biological diversity through these legal and administrative means.
- Parks Canada has a small unit dealing with intergovernmental concerns which needs to be upgraded and expanded to facilitate greater use of Canadian expertise and resources at the international level.
- Activities of CIDA and IDRC in international heritage conservation need to be reviewed and expanded. Register of consultants available has been a useful collaborative venture with IUCN.
- Research sponsorship by NSERC and SSHRC of university programs on concerns relating to conservation biology in developing countries is available but is focussed on publication of results.
- Parks Canada's role in co-sponsoring the International Seminar on National Parks is a critical one and should be maintained.
- The possibility of an International Training Centre for Parks Management (and possibly tourism) to be set up under the auspices of The Banff Centre is an idea worth pursuing.
- There are a number of opportunities for increased Canada/U.S. cooperation in coordinated management of their major border parks, i.e., Glacier/Waterton; Kluane/Wrangell St. Elias, and North Yukon/ Arctic Wildlife Range.
- The U.S. Congress as well as U.S. AID and the U.S. Department of Interior have conducted reviews of the role of various U.S. organizations in maintaining the world's biological diversity. It would be useful to conduct a similar review with possible recommendations for Canada.
- Canada has been a leader in developments of the Law of the Sea and other marine conservation issues and has much to offer in this field as well.

- Some recent cutbacks and setbacks to conservation in Canada have resulted in a reduction in the international prestige this country has built up over the past 100 years. Its record in creating protected areas in the Arctic which lags behind the other circumpolar countries is a case in point.
- Canada's UNESCO Committee pays much less attention to the natural heritage than to the cultural heritage and this needs to be redressed.
- Parks Canada in the second century should consider implementing an expanded effort in supporting international heritage activities and could consider allocating one percent of its total budget towards this goal.
- Seven recommendations were formulated for presentation to the final plenary.

These recommendations are set out below:

Recommendation 1:

- Canada's current commitment in international activities related to heritage conservation is a reflection of its leadership role and its accepted position as stewards of one of the finest park systems in the world. Canada's support of UNEP and UNESCO's Man and the Biosphere Programme and the World Heritage Convention, and IUCN is fully endorsed and applauded. The World Charter for Nature and the World Conservation Strategy are two of the major policy level outputs of this involvement, both of which deserve major public exposure within the country. Parks Canada's role as a co-sponsor of the International Seminar on National Parks has been particularly productive and deserves continued support.

While recognizing Canada's reputation for leadership at the international level in conservation, there are indications that this has suffered over the past year due to budgetary constraints and other internal factors (e.g., Canada is lagging behind the other circumpolar countries in establishing protected areas in the Arctic).

Recommendation 2:

- A major awareness program on Canada's international heritage responsibilities through the World Charter for Nature and the World Heritage Convention needs to be developed.

Recommendation 3:

- There is considerable scope for an expanded role in international heritage conservation through the intergovernmental affairs division within Parks Canada. This division should be given additional resources in order to carry out activities in developing countries in support of maintaining biological diversity worldwide.

Recommendation 4:

- Consideration should be given to establishment of an International Parks Management Training School at The Banff Centre.

Recommendation 5:

- Parks Canada and the U.S. National Park Service should be encouraged to collaborate more effectively on the cooperative managment of their joint border parks in Alaska and the Yukon. Encouragement for the establishment of an international biosphere reserve for Glacier/Waterton is also suggested.

Recommendation 6:

- Canada should increase its support to the Regional Seas Programme of UNEP both in supporting existing Regional Seas projects and initiating a Regional Seas Programme for the circumpolar Arctic Ocean.

Recommendation 7:

- A task force should be established to review the potential contribution of Canadian efforts to conserve the world's biological diversity. This task force would be designed to complement the efforts of the recent U.S. Congress report on this same topic. It would focus on the effectiveness of our bilateral aid programs in promoting sustainable development in third world countries.

SOUTH MORESBY AND STIKINE

A special workshop was convened on two areas in British Columbia considered to possess high priority for protection. The workshop discussed these areas under the chairmanship of Grant Copeland. The workshop is fully presented in the next section, Final Plenary.

Final Plenary*

September 8, 1985

* The deliberations of the workshops were orally presented to the final plenary session of the assembly. Set out below are statements delivered by workshop spokesmen, usually the chairmen, for the theme, caucus and Hyde Park Corner workshops respectively. Workshop reports are followed by the national issues paper update, the speech of Honourable Tom McMillan, Minister of the Environment, and presentations by ministers responsible for parks in Ontario, Manitoba and Newfoundland respectively: Honourable Vincent Kerrio, Honourable Sam Uskiw, and Honourable Bill Matthews.

MANAGING LAND USE IN AND AROUND HERITAGE AREAS

Cliff Wallis reported on the workshop.

Our workshop broke down into two parts: ways of improving the existing system, and new requirements. So we have come up with the following actions, as we were asked to be prescriptive more than anything else. We use the broad definition of heritage and heritage areas, not just the strictly protected national parks.

Probably the most important thing that came out respecting the existing system is the need to have a broader range of industry, labour, conservation groups, local communities, and the general public in cooperative, not forced, arrangements. These people have to get together on their own and some examples demonstrated where this has happened: the Milk River task force; and the Man and the Biosphere Programme around Waterton where there have been good cooperative arrangements. Another idea was for citizen/agency joint management committees for specific heritage areas. These could be informal or formal arrangements - there should be flexibility - and seeing the government more as facilitator than dictator. Examples of other non-government involvement probably include things like fish and game clubs which have been very successful in this regard; whereas many other conservation groups have tended to be isolationist. I think that as conservationists we have to move out, extend our hands to industry and other groups, otherwise we are not going to achieve our goals.

The second major point was to develop and implement national, provincial and regional conservation strategies or action plans (and I don't mean just the lip service which in essence is being paid now), but in a way that conservation can permeate society at all levels and involve all resource developments across the length and breadth of this great land. This will require much greater interagency cooperation and understanding, instead of the enclave mentality that now exists. Implicit in this is commitment and funding, retention of land in public ownership, and the establishment of a comprehensive system (and I have to emphasize the system) of reserves. For example, under the IUCN, various categories embrace the continuum from strictly protected areas to development areas which are developed in concert with conservation, not in spite of conservation. Other points raised were the need for global enviromental networking and that preservation is a productive end of the conservation continuum and its does have economic benefits.

Under the new requirements these are actually relatively minor changes, but they could have major impacts on how conservation is viewed. One suggestion is to establish parliamentary, legislative and municipal standing committees whose prime time focus is on heritage, environment, conservation - all three or any one of these would do. Right now environment is relegated to committees dealing with housing, rural development and the like, which shows just where its status lies in government.

The last point, which we have loosely agglomerated under the heading of environmental accounting, includes some innovative approaches and some new things on the horizon I would like to mention. One suggestion is for a Gallup Poll on the Environment which could serve as an annual report card on how goverment is progressing in environmental affairs. There have been many polls but somehow they don't seem to make it into the media. Perhaps with a Gallup Poll and the media attention those receive, we could get a much greater understanding of where we are in environmental affairs. Other points raised were that after crises like Bhopal, insurance companies are now requiring environmental audits for industry because of the money that they are having to shell out for all these mistakes. Some of the suggestions were for environmental audits for both government and industries. Another point was professional self-regulation by the various professional groups like foresters and agriculturalists. In many cases they have the knowledge that some of the ways they are doing things are not conservation oriented and not good for the future, but until now self-regulation has been spotty, in some cases very good, and in some cases non-existent.

ALTERNATIVES IN PLANNING AND MANAGING HERITAGE AREAS

Irving Fox reported on the workshop.

The title of our workshop was changed to Alternatives in Planning and Managing Heritage Resources. I want to thank participants in that group for a stimulating discussion, and I want to thank Sandra McCallum for being so helpful in rapporting and assisting me with this report. This workshop covered a range of matters extending from the selection and acquisition of heritage areas to the development and operation of user facilities and the protection of established areas. It was a large and complex topic.

First let me turn to selection. Land and water resources planning, which should be a key element of the process of selection, must be made more effective by, first, a closer coordination with planning for heritage resources, second more efficient planning processes such as use of computerized data banks and better coordination among government agencies and, thirdly, informed participation by a full range of public interests through all stages of the planning and selection process. Heritage resource designation and use should have equal status with other resource uses such as forestry and mining, and legislation that gives superior status to other uses could be repealed. In order to strengthen the bargaining capability of public interest groups in behalf of heritage resources, legislation should be enacted that permits individuals to have standing in courts when heritage resources are threatened. The specific procedures followed in selection need to be adapted to the conditions applicable in each province and territory. Because of differing values, conflicts among interest groups over heritage resource designations will continue to arise. In addition to reliance upon political officials to resolve these differences, experimentation with other approaches, such as mediation and ingenious arbitration techniques, should be undertaken.

Let me turn to aquisition and control. It should be recognized that government acquisition may not be necessary for protection of some heritage resources. Easements, covenants, zoning or control and management of areas and tribal lands by the native owners merit consideration. Experience is Sweden, England and Australia with a variety of land use control techniques should be examined.

Now let me turn to interpretation, development, operation and maintenance of heritage resource areas. A number of approaches, depending upon the attendant circumstances, should be considered in addition to the assignment of these responsibilities to a government agency. These include possibilities of assignment to volunteer groups and non-profit organizations, to a local community, to a native group, or to a private profit-making organization. In such cases the organization that receives the assignment should be required to adhere to well-defined standards as prescribed by the responsible government agency.

Now, with respect to regulating and protecting the heritage resource. Once the heritage resource is acquired or subjected to government control, the primary concern of the responsible agency must be the protection of the resource. This responsibility cannot be delegated, and expenditures for other management purposes should be minimized for adequate protection of as many heritage areas as possible with available funds.

Let me close with a comment on planning. Because of pressures on government budgets, ways of financing the planning, acquisition, operation and protection of heritage resources need to be developed. These may include greater reliance on user fees in some instances as well as greater encouragement of foundation grants and private donations. But imaginative new ideas are also needed.

I regret the superficiality of the coverage of our complex topic. We certainly did not define our proposals very precisely or examine the ramifications in any detail. The two hour time limit on our workshop precluded a full discussion of these matters. Thus our conclusions are no more than some suggested possibilities that merit elaboration and deeper examination.

TOURISM AND HERITAGE USE AND CONSERVATION

Barry Sadler reported on the workshop.

Those who came to the tourism workshop expecting some verbal sparring or pyrotechnics I think went away fairly disappointed. It almost amounted to a virtual love-in between the tourism and the park sectors. Perhaps that is somewhat of a overstatement, but it conveys something of the flavour of discussion we had.

I think there were two general questions which were up for grabs; at least I posed them in the terms of my role as chairman. First was the general issue of how to forge a better relationship between tourism and heritage use and conservation generally; and second was the more specific issue of how the impact of tourism within national parks and equivalent protected areas might be managed. The main findings and conclusions that the workshop came to are on the overhead. They are more or less the way Bob Graham, who acted very ably as rapporteur, has written them and I want to go through them.

First, I would like to pick up on the notion of forging alliances for conservation and recreation. Clearly a strong consensus exists that there is a need for some mechanism, or mechanisms, to encourage dialogue, to get contending parties together in some way to thrash through the issues and, above all, to try and come together to sketch out what was being called a new paradigm for parks and tourism. The latter essentially is an agreement that an environmental ethic should dominate and should empower both sets of interests. Probably the thing that most clearly came out is the notion of sustainable development; if we cannot move towards sustainable development in the area of tourism, many of the other areas of resource extraction will fall by the wayside. This seemed to be almost a kind of keystone.

Second, the need for broadly based education and communication. It is almost obligatory at most of these workshops that attention not be given in this direction. There was a general feeling that many people who visit parks and heritage areas really don't have a grasp of the area's basic mandate, let alone some of the nuances of management and the kind of issues that are involved in their own visitation patterns.

Third, is the strong feeling that tourism development is the hinge around which there was some friction in terms of the rubbing together of the two constituencies. But there is general agreement that, provided we focus on the intrinsic values, putting accommodation and visitors facilities in place only in relation to those intrinsic values would be okay. This is probably the crux of the issue in terms of the relationship between parks and tourism within national parks.

Fourth, is the general feeling that, for a want of a better term, there is a lack of political will to develop a spectrum of parks and other heritage areas, recreation sites and facilities. This spectrum would mesh together what is an expanding and diversifying set of recreational demands of an urban-based society and bring the supply side into relationship with the outlets providing those opportunities. In other words, what we are trying to envision is a landscape for leisure - or an environment for recreation for which the right thing is in the right place at the right time. And if we can move toward that broad vision then many of the problems of inappropriate use - which is another ticklish issue within national parks - would probably be eased although they likely wouldn't go away.

Fifth, is the matter of a consensus between tourism and conservation groups on the limits of acceptable change in protected areas. This brought us into the area of zoning, carrying capacity, and how to bring the demand/supply equation together. In other words, there was a feeling that we need some management strategies -

perhaps some new thinking - to manage the human/resource interaction and here we came up against what I would call the paradox of parks; that is, the way people in their use of areas often tend to erode the very qualities they are there to experience.

The question of people and their behaviour led to the final point which is the need for behaviourally based data on visitors. Here we seem to go back towards an endorsement of perception and attitude studies, which really had their vogue in the seventies. I felt a sense of time warp and I am not really able to make sense of it, except that there is a very real need to get a better handle on the visitor - what he does, and how he behaves. It all came down to a very strong consensus on perception of the beginning of a new era. The particular difficulty is that both parks and tourism constituencies are multi-party. They are very fragmented in their own way and it is a question of how they can be meshed together, what kind of informal or formal mechanisms can start a dialogue going. It clearly isn't down to one government agency because they themselves in the parks and tourism sector are multiple. The job is not necessarily just Parks Canada's responsibility because it is only one agency with a relatively limited mandate. The discussion confirmed the obvious. I think everyone felt it was reasonably useful. The charge is still on the other participants in this assembly to try and suggest how we move forward on this beginning of a new era.

IDEOLOGY AND A BROADER VIEW OF HERITAGE

Keith Neufeld reported on the workshop.

There were nine particular recommendations which came forth at the ideology workshop. The primary one was that ideology, as the foundation for all of our actions, needs to take into account a broader view of heritage. We live in a turbulent situation and in light of the drastic environmental stress the whole world is undergoing, it is a luxury to think of parks and protected areas in isolation from the rest of man-land relations. Heritage represents a set of values which guides individual lifestyles and institutional relations as well. In this context, the suggestion was made that heritage is a common property whose inseparable benefits and obligations are on loan from future generations in trust to present generations. It must be stressed that Canadian people feel especially strongly that wilderness is a particular Canadian indicator of heritage foresight.

The second recommendation concerns interpretation and education in parks and protected areas. Interpretation and education continue to be one of the most valuable functions of such areas. The focus should be on the needs and opportunities available for sustainable symbiotic relations between humans and the land. In other words, education concerns not only to the park itself, but the park in context of human-land relations.

The third recommendation concerns the World Conservation Strategy. A primary goal for the coming three years should be an adoption and integration of the principles of the World Conservation Strategy in all sectors of Canadian society. This could be pursued by the preparation and implementation of national, provincial and regional municipal conservation strategies.

The arms race also surfaced in this workshop, particularly in light of increasing awareness that all aspects of this globe are interrelated. It is no longer plausible to isolate heritage from larger concerns of human survival. We urge all governments to move to cease involvement of the Canadian sector in the nuclear arms race. This extends to include research, development, monitoring, manufacturing and sales of all products and services associated with nuclear weapons.

The fifth recommendation concerns the broad awareness that Canadian people are increasingly concerned about the future of their environment. In this context there is a need for a royal commission on the environment, heritage and future.

A sixth recommendation concerns heritage and development demonstration projects. There are many opportunities available for innovation. Old ways of developing should give way to new innovations whereby mutual benefits can be found for both development and heritage preservation. In this vein, the call was put forth for a demonstration project to innovate and to experiment with what the new world will look like. Particular concern was raised about military activities in parks. More particularly, the request was put forth that the cadet camp in Banff be removed.

A seventh recommendation concerns the opportunity for the establishment of a national conservation corp. In light of the increasing numbers of young people seeking job experience and the worthwhile tasks in all aspects of heritage, a conservation corp offers many opportunities.

A final recommendation concerns the continued need for discussion on the role of non-governmental, private, voluntary and not-for-profit associations in a society where the traditional roles of government and private enterprise are becoming blurred.

FIRST NATIONS, HERITAGE USE AND CONSERVATION

Leroy Little Bear reported on the workshop.

In our session we felt a bit cheated in terms of time but nevertheless pleased to have the opportunity to bring forth a native perspective with regard to national parks and heritage.

It was brought out that native people have a world view, a philosphy that is very complementary to the whole idea of heritage, the setting aside of lands for cultural heritage purposes such as national parks. I would like to speak about this similarity in concept. But first, native people have a very holistic, cyclical way of thinking. We use, as we have brought out in other sessions, the example of a social contract. We said that when John Locke and Rousseau were talking about social contracts they were simply talking about human beings. You can apply the idea of social contract to native philosophy, tc a native world view. But the contracting parties would not just consist of human beings. Human beings would only be one party to the contract. The other signatories to the contract would be all these trees, all those rocks, all those wild animals. You can see quite a different ramification in terms of relationships. It seems that when we are talking heritage what we want is some peer relationship with those trees out there, rather than in terms of being their guardians, knowing what is best for the trees.

One person brought it out. Not too many people understood the late Justice Douglas of the United States Supreme Court. In one of the environmental cases from fifteen or so years ago he said someone is talking for this environmental club, there is a lawyer for it. There is someone arguing for logging companies that want to exploit these forests. But who is representing the trees? They have got their own rights; we should have a lawyer to speak for the trees. Well I guess it is very much along that same line native people have with regard to the environment.

There have been conflicts. Maybe some of our park rangers have it in mind that the interests of native people are not reconcilable with the best interests of the park. To some extent that is true, because those people from Calgary who run out here for the weekends maybe have a totally different concept of parks and heritage, and it is this view held by the general public that conflicts with native concepts. Conflict has resulted in things such as, for instance, native people in this area being promised that they could continue to hunt, fish, trap and to enjoy those rights they always had from time immemorial, but all of sudden a park is set up without consultation. The rights of native people to hunt are suddenly taken away. In this area, for instance, the Stoney bands used to have burial places, religious places, sacred places where they conducted ceremonies and so on. All of sudden, because of the establishment of a park, they have no more access which in essence results in denial of religion. We used to be here, but then we have no more access to these kinds of places that have always been ours.

Another thing that came out in the session is the whole notion of aboriginal rights and land claims. But as was pointed out, land claims can be a vehicle for setting lands aside for heritage purposes and as the B.C. group can tell you, Meares Island is probably a good example. Native people are in the process of laying the land claims to Meares Island, but their idea of laying claim to that island is not so that we can have some company come in and cut down all the trees or come there and mine. Their idea is for preservation; their idea is for heritage, so that native land claims, in fact, can be a vehicle for heritage purposes. It came out very strongly that native people should be involved in management and in the total fabric of the national parks program.

At the end of the session, through consensus, the group agreed that four or five recommendations should go forward. Number one, talks begin immediately between Parks Canada and affected Indians throughout the country to discuss Indian participation in parks management. Number two, special training programs be started immediately so that native people can be rangers, field technicians, wardens, and natural and historic interpreters. Three, local Indians be used to help thin out overpopulated game herds in national parks. Now don't misunderstand me. It would only be if and when parks management decides thinning is necessary. Number four, interpretive programs in national parks should pay much more attention to Indian history and Indian cultural ecology. And fifth, Parks Canada should use the original Indian names of mountains, rivers and other landmarks instead of non-Indian names.

THE ROLE OF VOLUNTARY ORGANIZATIONS IN HERITAGE CONSERVATION

Kevin McNamee reported on the workshop.

This was more than a workshop. For us, this was an international gathering to discuss a very important aspect of heritage conservation, both in Canada and internationally. I would like to thank Elizabeth Franklin for all the work she put into helping us put this together. I would like to thank the subgroup chairmen who put a lot of work into our recommendations.

The seed for this workshop was actually planted in 1983. A group of international people gathered in West Germany to discuss heritage conservation in national parks. The last recommendation from the gathering was that we should reconvene in Banff National Park during the Centennial, and I am pleased to say that we have done that. The National and Provincial Parks Association of Canada, working with the National Parks and Conservation Association in Washington, the University of Waterloo Heritage Resources Program, and the American Farmland Trust (who I would like to thank for financing us to bring international people together), worked over the last ten months to bring this workshop together. We brought to Banff an international community for the purpose of exchanging ideas on ways to improve the role of voluntary organizations. Many recommendations, findings, ideas were brought forth in the past three days. It is very difficult to compress at least ten papers, a number of different presentations, ten hours of work, and four subgroups into ten minutes, and so I would like to tell you we will be producing our own proceedings from this workshop. I suggest that anyone who would be interested in picking these up contact me and we will put you on the list.

Almost every other workshop before us has mentioned voluntary organizations and I believe we did address some specifics. While there is an international perspective to this, for us in Canada this is a very important topic. Budget cuts, program restraints, and new challenges are being experienced by the voluntary organization, and we must face up to those challenges. I would like to present a number of the basic conclusions from our workshop.

First, we concluded that the role of voluntary organizations in furthering the protection and the maintenance of national park lands and heritage conservation in general, is important. In general we define the role of voluntary organizations, and the voluntary organization community as follows: to act as a watchdog over the permanency of the public trust; to advocate improvements to heritage conservation; and to stimulate action in existing programs and to develop new programs. The discussion was quite lively, sometimes divisive, but I think implicit in all this is the call to act.

Second, we must improve and convey our message much more adequately: that means to develop internally a better organizational structure and to convey the message of parks and heritage areas in a much more public and understandable way. And I think that applies to all of us. We have had many gatherings, many papers, but unless we get the message out to the people, this idea of heritage conservation may not go much further. And the idea of linkages has come out during the discussions: linkages to industry, tourism, and other voluntary organizations.

Next, governments must work with voluntary organizations to develop a climate that is much more supportive of the work of voluntary organizations. If such a supportive climate is generated, this will assist voluntary organizations in developing a stronger political constituency, and a stronger political constituency is what we need to move on heritage conservation in national parks in this country.

Finally, on a personal note in my role with the National and Provincial Parks Association, I have had the distinct pleasure over the last eight months in working with my friend and colleague from Washington, D.C., Paul Pritchard. Paul is the President and Chief Executive Officer of the National Parks and Conservation Association. As we all know one of the purposes of this workshop is to build bridges. And in the last ten months we have gone a long way to building a bridge to the NPCA. To provide a perspective on the international aspects of the workshop and to conclude our presentation I would like to call upon Paul.

Paul Pritchard then spoke.

Thank you Kevin.

Friends from Canada, friends from the international community, it is a pleasure to represent not only the United States but also our many friends who have joined you here from around the world to discuss the wonderful opportunities that you are looking at in terms of your own park system. Let me state first how much we are impressed by this effort, and commend not only Parks Canada and the voluntary organizations who participated in the meetings and made it so worthwhile for us from around the world, but also the management team and its commitment to this opportunity we have been afforded.

Secondly, from an international perspective, you in Canada have something that very few, if any other nations, including my own, have done. That is to look at parks as more than individual units or a collection of units, but rather as a community of interests representing the academic, the voluntary, the business, the tourism - all the various sectors. You look at parks as a representation of a public endeavour and not just as a public land policy. I think we in the United States, and I assume my colleagues from other nations would agree, can learn a great deal from this very extensive endeavour which you have undertaken. And we commend you for this effort and wish you the very best in achieving the tremendous challenge you have placed before yourselves. I could not think of a better nation to achieve that challenge than Canada.

As Kevin has reflected on the role and the specifics that were stated in our workshop, let me summarize by saying as you look at the challenge, you might view the voluntary community as the tide which will help bring in this great ocean you are looking at, in terms of the potential of parks. We are there and we are part of a force, and we want to make that dream come true. It is therefore imperative that these recommendations do in fact move forward and as Kevin has given us the opportunity, we will be following up. We are thinking about future meetings; we want to invite you because we have many not only from the voluntary community but also from government agencies who we know are friends and allies and who have supported, in various capacities, the role of the voluntary community. We have talked to Hans Bibelriether from West Germany; and others from the European Federations of National and Nature Parks have talked about meetings in Germany in 1987. There are other commited and concerned and will be supportive of efforts here in Canada.

I would conclude that as we think about our various roles around the world - about the 120 or so nations with park systems - we might be divided in our heritage as nations, but we are brought together by this very unique experience and ideal of the parks. It is a wonderful glue that brings us together.

WILDERNESS AND WILDLIFE

Stephan Fuller reported on the workshop.

The Wilderness and Wildlife workshop raised a number of points. We worked on the notes after a long session was over, and I think the thematic points are fairly clear. We invited a number of individuals in to talk about regional experience. What I have tried to do is link ideas and draw out some points.

There is a very prominent recognition that there is a set of demonstrable benefits of wilderness preservation, not just wildlife, but a number of others that many of us are aware of - ecological baselines, scientific reserves, dispersed recreation. Then there is a series of socio-economic benefits that we did not intend to discuss, but inevitably do get discussed in workshops. A point raised in addition to recognition of all these benefits, is that the message is not always being received or understood by local populations or by governments; and there is a tremendous need for the communication of scientific information to public and to political levels.

Second, there was recognition that wilderness can be protected using a range of methods, including strict designation, and wildlife and resource management activities must vary appropriately across the range of designations. We also recognized that the phrase "wilderness protection" is often equated with strict designation and there is definitely a need for wilderness advocates or managers again to reinterpret the spectrum of opportunities to protect wilderness to the public and to the political level.

Third, there was a very strong statement from several individuals, and there was certainly agreement on this fact, that wildlife preservation ultimately requires very strictly protected areas, some of which should be large (huge) enough to protect major predator - prey systems in an unaltered state; and Canada has an unique opportunity to do this in a way that the United States does not and many other countries do not. An interesting point raised a number of times is that the U.S. wilderness preservation system in a sense is a healing system. There are, I believe, three native grizzly bear populations in that system (national parks and wilderness areas put together). They are trying reintroductions from those breeding stocks into three other areas of the United States. We have a number of breeding populations of grizzly bears, particularly in British Columbia, that are not threatened at this time. Some, like the Khutzeymateen, are threatened. A number of key areas not yet threatened by resource development could be protected now. Unfortunately the sense of urgency is probably not there because the threat is not yet there, but we would be very farsighted to protect them. Immediately, of course, we have to qualify this statement by saying there has to be concurrent recognition of the need for traditional harvesting activities, guide outfitting activities - the basis of a tourism industry. But it was immediately understood in the workshop, I believe, that both types of areas can coexist in a system, that they need not be in conflict.

If we are going to establish these strictly protected areas for wildlife preservation, there is certainly a need for these scientific reserves, or portions of strictly protected areas, that will be used for science, not only to be reserved for science but to be used for science.

Much concern and criticism was expressed that government agencies do not adequately recognize the need for strictly protected areas for wilderness or for wildlife preservation and these other benefits. Comments raised were:

- there is often inadequate policy contexts - wildlife management agencies are quite often dealing on a case-by-case basis without any guiding policy;
- there are quite often contradictory policies, agency to agency, all of which have influence on wildlife preservation;
- a lack of data in many instances - and minimal mechanisms to

- to collect data in many instances. Of course, there is a lack of appropriate analytical techniques to use the data once you get it;
- there is very little connection between science and management and the linkage, where it exists, is quite weak; and
- there is a lack of enforcement in some areas once management activities have been established because of cutbacks. An underlying theme through our workshop and many others, of course, is that recent cutbacks are abhorent and the funding direction should not be down, it should be up. We should be re-establishing funding and going far beyond what is presently available.

If I were to say anything in summary about new efforts, this could be construed as recommendations. However, most people present recognized the need for the following new efforts. The first one obviously is the need for strictly protected large areas for predator - prey systems. Secondly, researchers and managers must reorganize, recognize and expand in relation to their constituency groups. It is not very good to be presenting a scientific paper to a group of politicians if you are not being asked the right questions. Better interpretation and demonstration of the results of wilderness preservation benefits and research in wilderness areas is required to expand the support group constituency. There was comment about the need to use the U.S. model for cooperative research units. I am aware of the University of Waterloo - Parks Canada Liaison Committee with relation to parks. There is a whole series of these in the United States. Other universities, maybe even cooperating associations, must work together raising funds. Also required is an expansion of the private research foundation model that Irving Fox has established with others in the Spatsizi.

There are a number of pressing problems in British Columbia. Mentioned throughout this whole session were very urgent threats related to logging. We also had strong recognition that the scientific benefits, the related benefits of wilderness preservation are insufficient arguments for preservation; that we do need to recognize a much broader set of values for these areas. You have heard much of this before from other speakers, but John McCandless of the Lillooet Tribal Council closed our session with as concise and articulate a representation of some of those values as I have heard in a long time. It is not good enough just to preserve wilderness, it is not good enough that they be preserved for scenic value, for recreation, and for other economic benefits. (These are not John's words, I am paraphrasing them in my own inadequate way.) These places have to be seen as sacred. The aesthetic benefits - they are not just pretty but, as Roderick Nash says it, they are awesome - they provide a sense of awe to the human species. If we lose them we are going to be trapped in a physical environment that doesn't give us that high ground.

Such non-biophysical benefits are so important that there really can be no retreat from the continued work required to understand these cultural values and interpret them for other people, for society in personal terms. Along with no retreat, of course, there can be no surrender to the continued assault on these values.

COMPLETION AND EXTENSION OF HERITAGE SYSTEMS

Phil Dearden reported on the workshop.

I am going to read out seven recommendations I hope represent some form of concensus that came out of the workshop on Completion and Extension of Heritage Systems - which really is just a fancy name for getting more parks and how do we do it.

Our first recommendation was that all relevent agencies move to prepare and vigorously pursue the implementation of systems plans.

The second recommendation was that the establishment of new parks, without compromise of existing networks, be given high priority for immediate action. There is a real sense of urgency here; if we don't protect these systems now, they won't be with us in another decade or so. We have to act now.

Third, that public involvement be actively solicited during all stages of preparation of the plan and every effort be made to raise public awareness of the necessity for new park establishment.

Fourth, that the systems plan constitutes one means towards the goal of establishing a network of protected areas across the country. It should not be viewed as a goal in and of itself. Other areas vital in the protected areas network might not be represented in a formal representative area type of systems plan. The fear is that we will lose the special, the unique, the rare if we just go for representation of biophysical regions in a systems plan.

Fifth, that the full range of government and non-government agencies and programs be used to establish, as quickly as possible, the network of protected areas. We don't need many new fancy designations for establishing protected areas. What we do need is to adequately use the full range of mechanisms that we already have, using both government and non-government agencies.

Sixty, that flexibility and imagination will be required in establishing this network to reflect the regional differences in Canada, and that establishing this network should be recognized as part of a larger landscape conservation strategy. In other words we should be moving away from the enclave mentality, where we can do everything up to the borders of our little protected boxes and then we protect our little boxes. I still think we've got to protect our little boxes, but we've got to expand the idea of stewardship outward from those little boxes, rather than drawing lines around them.

And finally, and what I think has been a fairly major point to come out from many workshops in this assembly and certainly one that was given some voice in our workshop, was the question of political will. No caucus said we are having real problems identifying areas. A lot of caucuses said that we have some excellent candidates for areas that demand protection, but we can't do it. We know the areas, how do we do it? And we think that the answer to this is raising the political priority of establishing protected areas. So our final recommendation reads that the main obstacle to achieving a network of protected areas is the lack of political will, reflected in lack of budgetary provision, for park system completion. Every effort should be made to raise the political profile of protected area establishment.

I must finish by saying save South Moresby Island.

COMMUNICATION, EDUCATION AND RESEARCH

Tony Sinclair reported on the workshop for Paul Eagles.

Paul asked me to apologize on his behalf. He had to leave, so I am standing in for him.

This workshop covered three different aspects: education, communication and research. I'll deal with them in that order.

Respecting education we should be getting more involvement from local people in dealing with education, especially in the interpretive programs. We should also deal with interpretation not just in terms of parks, but also provincial areas and other forms of protection. Paul was optimistic about education, he thought we had done quite well. But this particular point raised a lot of response from the floor and many people pointed out exactly the opposite. One of the gaps was identified to be in the schools. There is very little appreciation of heritage in the schools in this regard. In fact, generally people felt that it was getting worse, not better. The last point Paul wanted to make respecting education is that there seem to be two bodies, the interpreters and the educators, and they don't talk to each other. At the very least these two groups should make an attempt to get together and form a unified body.

John Carruthers dealt with communication, and his first point was that there is a need to maintain and strengthen communication between parks and the universities. If nothing else, this need for communication is greater now because of the financial constraint. He pointed to the very good example of the U.S. park system and its cooperative units, which are based in universities, and suggested that we might try and set up similar things as a recommended proposal to Parks Canada. John gave an account of a present system in Canada where there is a cooperative unit between Parks Canada and the University of Waterloo, mainly in the planning area. He suggested that this should not only continue - it is coming to the end of a three year term but there should be further contact with other universities.

With respect to research, it was generally considered that this meeting was perhaps jumping the gun a bit, in that you are generally planning for new heritage areas, or what to do with them when you get them without first asking why you are doing it, without first asking what the goals are. And since these are basically ecological goals, it was rather strange that there were almost no ecologists at this meeting. This seems to be an oversight in general, in terms of parks planning. Therefore, we decided to try and identify goals and point out that because goals are different, the planning for them is also different. A number of goals were looked at, but one in particular was identified as being of primary importance: that is, the need to set aside areas as ecological baseline controls, as an insurance policy for our own livelihood, not just in Canada but throughout the world. Having identified the goal, certain decisions follow and it was pointed out that this could be an initiative Parks Canada could use in the next century. Discussion was directed especially at the national parks system because it is is the only national system which has areas large enough to serve this purpose.

If one adopts the policy of setting up ecological baselines, then one must study them. Parks Canada is not doing this for the time being.

It was suggested that Parks Canada now get itself involved in particular ecological monitoring programs. This involves taking on research scientists - ecologists particularly. This is not to be confused with the interpretation program. The monitoring should be done by persons with graduate degrees. It should be a national program, and not done on an ad hoc basis from park to park. It should be organized from the top and centralized so that each park is treated in the same way. I see this from a personal point of view. If Parks Canada can develop a good system it could then be a good example for the rest of the world. Indeed, these people could be used to help in international aid in developing countries.

Once you have such a system you have to maintain the quality of work. You can't let it slip. Therefore, it must be subject to the normal review procedures that all scientists have to go through in terms of getting their work published in international journals and refereed.

There are a number of different goals for heritage areas and there has to be some way of assessing whether you are meeting those goals. Therefore, there should be a way of setting up criteria to make these assessments, and then have a review board, made up of university people and parks people, of scientists and planners and so on, who would work jointly. This arrangement would tie together education, communication and research.

YUKON AND NORTHWEST TERRITORIES CAUCUSES (THE NORTH)

Nancy MacPherson reported on the workshop.

I want to use our time to be succinct about the recommendations that came from both our report and the discussion we had in the workshop. I would also like to use the session to correct some perceptions that people have obtained from the workshop discussion. It is always good to come back and say "that's not really what we meant, it is this way." It is important we do this because this experience of participating with other conservation and heritage groups across the country has really illustrated the ways in which the North is very different; and also the ways in which we have to learn from the examples and experiments that have been tried elsewhere in the country. First I should say that the report and recommendations as they stand in both the NWT report and the Yukon report will stand as published. We propose to add to the Yukon caucus report the ideas and examples and other recommendations that people so very kindly helped point out to us in our workshop.

One of the perceptions I would like to discuss - and this was feedback from a number of people attending our workshop - is the overemphasis on native land claims and a lack of emphasis on the importance that parks can play in the North. In our workshop perhaps we may have presented a lot about native land claims and a lot about the context in which we view the North. We certainly don't make any apologies for that, because that is very much the reality existing in the North today. But if you look at the way in which we have reviewed conservation in heritage areas in the North, both in our report and as well as the addendum which will come out to cover this, we have very carefully - and with the advice and expertise of professionals in each of these areas - gone through the different categories of conservation and heritage, territorial parks, critical habitat, national parks, historic sites, archaeology, native cultural history, museums and archives. We don't by any means downplay the importance of designated areas, particularly territorial parks and national parks, in the North. We certainly accept the importance of what parks can offer and what designated areas can offer, and we have certainly made it clear in our recommendations that we want to see territorial parks proceed - that process, of course, involving the transfer of federal lands to the territories to enable them to do just that.

We have been very fortunate to have two national parks established in the Yukon and we are, of course, pushing for the third one that has been established in the northern national parks plan. But all of this is couched in terms that do relate to native use and northern use of land; this is perhaps where some of the misconception has arisen. We do see that, in establishing designated areas, a very different approach has to be taken to the actual setting aside or designation of those areas. If we can leave you with any impression, this is the one we can leave you with: the process has to be much different from what has happened in the past.

Probably the area we are most concerned about, in terms of initiatives and efforts taken, is critical habitat. We really are very, very far behind in the Yukon in the protection of critical habitat, and in our report we have identified numerous pieces of legislation and areas that we would like to see protected. A number desperately need protection. The protection of habitat in some ways is more important to us than the drawing of lines and boundaries, because we do not have an incredible wildlife resource that is migratory in nature and very, very difficult to protect on a designated area basis. We do need new approaches for such protection.

The other impression we would like to leave you with is, that while we are in favour of completing designated areas and systems of protected areas, we also want - in your minds, in our minds and particularly in the minds of the planners and decision makers - to expand the definition of conservation and heritage as it applies to the North. As you will see in the detailed recommendations in our report, matters such as the protection of native languages are extremely important in the Yukon in terms of protection of overall heritage resources. If there was one thing that the Council for Yukon Indians stressed in its participation in this project - and it was very much a partner in this project - is that Yukon Indians' native language is their link to the past. And their entire knowledge and heritage is tied very, very closely to that language, and there are several language groups in the Yukon who are on the verge of extinction. So it has been a very good experience for those of us who have worked mainly in the natural environment side of things to be exposed to the incredible importance of things like native languages when it comes to protection.

We have also become aware of things like native place-names and how important they are in the naming and designating of areas. We have become used to names of early white explorers or military people, when there was very often a very accepted and very early native name for an area.

Through the workshop there were a number of really excellent ideas that were discussed in terms of moving forward in the conservation and heritage field in the North; and these may be perhaps new and different. We would very much see that, as in Phil Dearden's workshop on Completion and Extension, our view of what should happen in the North is very much his one, two, three: let's do it and let's do it now. But we have got to look at ways in which we can do it differently in the North. And one example we are trying out to see whether it has application (and it certainly has had application in the Northwest Territories to date), is joint agreements between federal government agencies and territorial governments for the setting aside and protection of areas that can be managed territorially, and also involve a third party, whatever the native organization may be.

In the context of land claims we are very much encouraging that areas be set aside through land claim legislation, the most recent of these being the COPE agreement. Joint management regimes are now being discussed in a variety of land claim agreements and, while there are problems legislatively with doing this and perhaps there are tons of headaches from the management side of it, it seems to be one of the most acceptable models on which to proceed. We have yet to see how this would actually work on the ground; the management of the northern Yukon perhaps being the experimental case in point.

We are very much concerned that a northern land use planning system be established to give us appropriate protection over the vast majority of land and marine resources we currently have. An underlying theme for us is that we do want to see an extremely high level of conservation values and standards applied to the broad use of land. This, in our view, is going to be the bottom line in really maintaining the integrity of northern ecosystems.

People pointed out to us in the workshop that we really hadn't looked at a lot of the international and more global approaches to conservation and heritage. We would like to look at the application of the World Conservation Strategy to northern Canada and perhaps, more importantly, we would like to see the implementation of The Task Force on Northern Conservation report - a task force I had the opportunity of being a part of for a year and a half - and that report now sits with all three ministers, federally and both territories.

We would like to see a very strong commitment to a review of federal legislation as it applies to conservation and heritage and resource development. We have very real problems with the kind of priority and the kind of overriding power that some federal legislation has, particularly as it relates to the mining industry (placer mining and hard rock); if that continues in its present state, any conservation legislation basically won't be able to hold a candle to it.

I've mentioned land claims. People in our workshop again raised ideas of perhaps experimental or pilot project types of approaches that may be taken, including things like a heritage resource county proposal: defining an area that can be set aside for traditional activities. And this, in application to the North, has been discussed in land claim settlements and a variety of other contexts, along with other kinds of efforts, such as trappers' guaranteed incomes - the kind of pilot projects that are being tried in the James Bay and northern Quebec Inuit agreements. It was felt there is a very real need to look at the protection of wildlife and protecting areas that would offer a reseeding of wildlife and surrounding habitats. Despite the Yukon having only 25,000 people and being incredibly vast in area, we are experiencing a depletion of various species - lynx populations now are having problems - and we do have to look at the incredible vulnerability of some of those species and how we are going to try and offer the kind of protection to ensure their survival.

One idea that was presented and on which some work is happening right now, both in the NWT and Yukon, is looking at the feasibility of conservation agreements with industry and resource developers. They hold a lot of promise.

On the application of strong international legislation to protect both marine and terrestrial environments, we didn't give nearly enough attention to marine environments in our work, but we would like to add a section in our addendum to our recommendations.

Another point is to provide encouragement and support for organizations such as The Nature Conservancy and World Wildlife Fund to take up more projects in the North and to offer the kind of private support that we may be able to attract. Yet another matter is the importance of declaring Canadian sovereignty in the North; Northern Ellesmere was cited as an example that can basically accomplish this goal.

I think that is about as much detail as I want to go into. I do want to say, for myself and certainly the delegates of the Yukon caucus, this has been an extremely positive project. It really is one of the first projects in which we have been able to pull together heritage people, native peoples and people from the natural environment, and we do owe a lot of thanks to Parks Canada for providing this opportunity. I would also like to say that for us too, on a working level between non-government organizations and other government agencies in the Yukon, people have been tremendously helpful and we have had wonderful cooperation from several people who are here today. Yvonne Harris, who is our Director of Parks and Planning for the territorial government, has been excellent in supporting us. Charlie Zinkin, who is the Superintendent of Kluane National Park, has really given us tremendous amount of hours and time and has been very open to looking at new ways of doing things and also involving the public. And Bill Klassen, who is our Deputy Minister of Renewable Resources, has indicated his preparedness to take a look at these kinds of recommendations. So for us it has been an extremely positive experience.

This has not always been the case in the North, as you know, with polarized issues such as pipelines and whatever else, but I think we are on to a thread or a theme of cooperation through this heritage opportunity. We thank you for your ideas. We do know that the North, in many ways, is way behind those of you who have managed to forge ahead in other parts of the country, but we do really rely on you for support and encouragement in southern Canada, with its power base and the rest of the population, for the protection of northern conservation and heritage.

BRITISH COLUMBIA CAUCUS

Peter Dooling reported on the workshop.

To start the review of the British Columbia caucus, I would be remiss not to bring to your attention the strength the British Columbia caucus found in the expressions of citizens respecting the need for protected areas. So I would like to spend a moment on that, so there is a conveyance of the feelings we encountered in our fifteen public workshops throughout British Columbia.

Through the entire human story of British Columbia and this nation, there has been a backdrop of wilderness against which the action of farm and homestead, working forest, village and city has been played. It seemed there was always more lands, more timber, more wildlife, more fish and always another frontier to give substance to the myth of inexhaustable resources. What always was, is virtually no longer. We seem to have diminishing stocks of all of those items; wildlife, fish and timber. The basic concept underlying the protection of natural areas then is of a finite land and water base. All our activities as a society draw on a pool of finite resources. As our society grows, resource use demands also grow.

If we do not consciously set them aside for the special natural qualities, they will disappear - a vanished heritage the result. It is particularly necessary for protected areas to be regarded as part of a pattern of rational land use, not only regarded but nurtured and encouraged while we, of this nation and in British Columbia, still have outstanding terrestrial, freshwater and marine natural areas to set aside as protected areas for retention of the best of our wildest lands, genetic diversity and scenic grandeur. The establishment and management of protected areas must be considered by politicians and other government decision makers in the context of the continuing quest of man for security. It is a goal of land use planning and land management to support the security of mankind, and we found throughout British Columbia an expression by its citizens who believe that the establishment and stewardship of protected areas enhances the attainment of that goal: security of mankind.

Besides the need for protected areas, another feeling in the province also related to the security of mankind. That is, in the near-term, I believe we must improve our societal support for forestry and a demand for improved forest practices. In terms of improvements, they should be economically sound as well as culturally correct. But beyond silvicultural prescription and economical considerations, we must increasingly, in our forest practices, demand ethical and aesthetical consideration. So we found in the province of British Columbia an expression that not only do we need protected areas, we need a greater care of the countryside generally.

Turning then from those two broad perspectives of the need for the care and the need to extend an improved land management throughout British Columbia, I want to quickly go through the thirty-six recommendations we put together and the six area proposals that emanated from the British Columbia workshop during the assembly.

Crown land and sustainable development is a very high profile issue in British Columbia. Out of that issue a series of approximately seven recommendations were made:

- That all candidate areas produced by the British Columbia caucus as publicly nominated areas by its citizens (187 of them, about 43 flagged as urgent) be urgently and systematically reviewed for inclusion in a system of protected areas;
- That all those areas be systematically evaluated as to their suitability for some form of protection designation;
- That additional forms or mechanisms be included in the crown land planning process for further public nomination of protected area needs; and

- Further, we asked as a caucus, that none of our areas be deleted until there is public review first, and public justification for any decisions to delete.

Those were the principal recommendations respecting crown land preparation, in a move towards a conservation strategy within British Columbia and enhancement, we hope, of sustainable development.

To commence the preparation of the crown land plan we ask for a major state-of-the-parks report to the citizens of British Columbia, in recognition that next year - 1986 - is the 75th anniversary of the first wildland inspirational park (Strathcona) in British Columbia. We see, therefore, the 75th anniversary year as being a suitable year for a major state-of-the-parks review. As well, there are significant policy changes under way, perhaps subtlely at first, which may change or have the potential to change the fundamental character of the provincial parks system.

We have also suggested and recommended that similar reports be prepared by the federal government respecting national parks in the province of British Columbia and regional districts, and we have asked that those reports then be subjected, under the auspices of an independent body, to public review.

In the preparation of the crown land plan, we have a recommendation for a comprehensive review of the outdoor recreation resources of British Columbia. This extends then to recreational and tourism related land uses, as land use and as industry. It includes a recommendation for a comprehensive review of outdoor recreation policy, including demand and supply evaluations, with the focus being to chart a course for the future in respect to recreational land use in British Columbia.

We further had two substantial areas for which recommendations were struck, heritage coasts and rivers.

On the matter of heritage coasts, we are asking for a comprehensive coastal planning system to be implemented in realization that petroleum resource exploration, on top of traditional coastal uses, is coming about and traditional uses also are increasing. We have asked that the coastal fiord system be included in any national park marine system plan; that there be clear articulation within the national marine park policy as to how recreational demands are to be managed in these units. We have made recommendations respecting the completion of a marine park systems plan, both provincial and federally integrated; noted that the Biosphere Reserve Programme holds potential for coastal British Columbia; and observed that ecosystem monitoring over the long-term be implemented so we know what is happening to the marine life of the Pacific coast units.

With respect to our rivers it could not be stressed enough throughout the caucus that the issues of water quality, quantity, impoundment and diversion are all of increasing public concern. The need for a comprehensive national water policy is therefore indicated. The protection of national free flowing rivers is a vital component of any national water policy. We endorse in principle the Recreation Corridor Policy of British Columbia and the Canadian Heritage Rivers System 1984 policy statement. We recommend improvements to both statements.

We urge the province of British Columbia to become a participating province in the Canadian Heritage Rivers System, realizing that some of the rivers in the Cordilleran region, such as the Stikine, transcend provincial significance and are part of a larger Canadian significance for heritage.

We have made recommendations calling for the protection of wetlands. Governments continue to overlook wetlands and we're losing them. The subject was particularly noted in two regions of the British Columbia caucus, and we are therefore making a recommendation focussed on re-establishing some of the lost research programs of the Canadian Wildlife Service.

On wilderness, we called for a comprehensive evaluation of mechanisms. In the caucuses, the recommendation was made that the British Columbia government and federal government enact wilderness conservation legislation. We had further recommendations, about seven or eight, on ecological reserves; on new initiatives - new collaborative integrative initiatives that could be taken, such as on a Howe Sound national - provincial recreation area; on public process and privatization; recommendations on tribal parks, on examining the concept and definition of a tribal park.

As well, I want to put forward the idea of establishing a Parks Canada office in the Vancouver area. We have tended to find no corporate personnel within the province and we find delivery of information and corporate programs in British Columbia to have become restricted. We have made a major recommendation towards the completion effort of the national and provincial park system plans within British Columbia. Lastly, in terms of recommendations, six area proposals. Out of the 187, 43 were identified as urgent and the British Columbia caucus has moved to urge the implementation of six of those 43 urgent areas. They are:

- To preserve the entire South Moresby area as Canada's first national integrated national and national marine park;
- That there be established a Stikine National Park reserve;
- That there be established the Khutzeymateen Grizzly Bear sanctuary;
- That there be reconsideration of the Cascade wilderness area and Meares Island, both as protected areas, as well as the Stein Watershed.

Parks for the preservation of nature is an important goal of public policy. I can't stress that enough; throughout the work of the B.C. caucus that message was delivered to us strongly. So, too, are parks for the use, inspiration and enjoyment of the Canadian people and for regional economic development. Parks deserve enhanced recognition in the province and this nation. The caucus wishes to stress that the diversity of small areas and general nature conservation values of our crown lands in British Columbia and its waters not be obscured by the large, more scenic areas though, at this Canadian Assembly time has been available only to discuss the latter. We stress that the 187 areas nominated by the public also deserve our attention. We further suggest that there ought to be in future more opportunity for discussions at the subregional levels of Canada and also at the subregional level of British Columbia concerning protected areas. Non-governmental and governmental organizations should be directly involved. Perhaps an organization - and I throw this out as an idea - a parks heritage foundation, could play an important part in bringing about subregional discussions in British Columbia. I commend to the citizens of British Columbia and to others that our efforts be continued, and I believe that the British Columbia caucus has three hallmarks: our spirit has been high and remains high; our process has been democratic; and our content substantive.

I will be circulating the revised caucus documents throughout British Columbia. I ask for your response before the end of September on the documents you now have so I can revise them and circulate them again, and they will be distributed by year's end as final documents to keep the "ball rolling." My thanks to all of those who assisted me, both in terms of the caucus and the thousands citizens throughout the province.

PRAIRIE CAUCUS

Keith Neufeld reported on the workshop.

We all are aware, in a personal and institutional sense, that the economic system is undergoing stress. This continues to be one of the reasons that heritage values are at risk.

Inevitably nature loses out in the short-term so you can be assured in the long-term she has the last words. Nature is reduced to a supplier of goods rather than a co-partner in development. Irreversible damage is done by short-term thinking. Simplistic solutions simply don't function anymore. Economic encoachment upon unique areas continues to plague us. Particularly, we look at the foothills and grasslands where loss of irreplaceable gene pools is something of growing concern. We look here primarily at grasslands.

As for soils, waters and forests, "hit and run" use of the biomass has been the traditional way of development, placing all of our livelihood at risk. Loss of soil productivity is something which occurs primarily on the prairies. Consuming nature's capital, rather than living off her annual interest; preference for expedience, rather than working through long time frames; surrender to export agriculture, neglecting self-sufficiency; buck passing as an exoneration, deferred to the centre - this is primarily the case with aboriginal peoples where everybody disclaims responsibility; development backwaters institutionalize, where more and more focus is put on urban centres. Distant and unresponsive bureaucracies are frustrating the publics; an increasing need for contact with the people who in fact do the voting. Demolition and eradiction through fiscal incentives of the built environment is something especially prominent in our urban centres. Borrowing from the historical futures is also an aspect of the latter. Undue support for the here and now, neglecting our children's and our grandchildren's loan of the future. In terms of governments undergoing transition, traditionally they have been suppliers of goods rather than regulators of values. "Stash and slash" budget cycles are prominent. Unavailability of simple yes - no answers is frustrating to many publics. And indeed the increasing number of concerns with other administrative caretakers is cause for broad concern.

The remedies and recommendations of the Prairie caucus are detailed in the report itself, but we thought it useful to highlight a few of the broad concepts. In terms of heritage preservation, essentially controlled preservation and development techniques have been valuable in the past, but increasingly they are encountering difficulties. However, the strengths of centralist approach include the national or the provincial perspective - something which is essential. Involvement of local people is a key to success though, so the Prairie caucus is proposing the need for facilitating associations, to offer expertise and funding to local endeavours in heritage preservation and appreciation.

Tourism continues to be a major issue. Awareness of heritage as a tourism resource is increasing, but development should proceed with the active maintenance of the integrity of the heritage resource as a primary objective. Heritage is a capital trust, a capital good, for which a regulatory framework should include a systematic and comprehensive plan for its development and management, including the capacity to be further developed to meet the specific interest of geographic regions and specialized sectors. The availability of policy guidelines would inspire and guide tourism and prevent the difficulties which occur when overuse and abuse of the resource base are allowed to occur: therefore, the call for a framework for tourist-heritage relations. We note in particular here the opportunities for federal-provincial cooperation.

A third major concern is our aboriginal peoples. We have heard the request for tribal parks. Certainly we think that alternate institutional arrangements for heritage on Indian lands are necessary. Once again, a systematic approach would entail a national survey, a systems plan, and, in fact, a demonstration project. Careful preservation and management of aboriginal heritage is one of the keys to economic social and cultural well-being of this sector of Canadian society. Particular actions include joint ventures, consultative arrangements and private initiatives by aboriginal groups. We draw attention here to the Fort-a-la-Corne initiative by the James Smith Cree Nation in central Saskatchewan, an area that in light of its historical significance in the pre-contact stage as well as the fur trade, warrants national recognition of its heritage resources.

Recognition of the World Conservation Strategy is something which continues to surface at this assembly and we think wisely so. Natural ecosystems have been and continue to be dangerously stressed by abuse. Examples on the prairies include the severly stressed ecosystems of native grasslands and agriculturally modified ecosystems, and in fact the dependence in forestry upon vanishing remnants of virgin forests. This mining of nature's capital should be replaced by sustainable harvesting of annual interest. Alteration of current practices requires concerted education and cooperation between government, business and communities. Opportunities for guidance are available in the World Conservation Strategy.

Very briefly then, scientific conservation in areas relevant to forestry include aspen clones such as those found in Riding Mountain National Park, aquifer conservation, headwater preservation and grassland gene pools.

Fiscal incentives for preserving heritage structures in urban centres are also timely. This brings to a conclusion our major recommendations. I would like to turn the last moments over to my colleague for a few brief words.

Christian de Laet then spoke.

Thank you Keith. I request you recognize Keith as a co-coordinator. In fact, he has kept me out of the country and out of Regina on all sorts of errands and has done most of the work. One of the reasons that has kept me out of the prairies is my occasional duties as President of the Canadian Association for Future Studies which is holding, next year in Winnipeg, a national conference on the future of private initiatives, on the future of non-government organizations, and the voluntary sector. I think that has been recognized throughout here as being a key opportunity and I welcome you all there if you can make it.

I must say that having kept a certain distance from the daily turbulence of these workshops and these meetings, although I attended them all, I have a sense that we need a fairly solid technical culture here in Canada if we want to integrate all our regional differences, and this technical culture is not going to come through only the blind espousal of technology at all costs. I think that we have here shown the roots for the foundation of a respectable, honest, scientifically sound, environmental culture and I commend this notion as a thread of consistency for our own work in the Prairie caucus and possibly the other caucuses after this particular assembly.

ONTARIO CAUCUS

Kevin McNamee reported on the workshop.

Don Huff did most of the work with the Ontario caucus as project coordinator. It was indeed a a pleasure and a privilege to work with Don over the last year and half on this; I know Bob Scace had the pleasure to work with Don on this also. Don, I would like to thank you for the work that you did, and I would like to thank also the steering committee of the Ontario caucus, the representatives of Parks Canada and the Ministry of Natural Resources, who also participated with us, and many people who attended the Ontario workshop during this session. Finally I would like to commend the work of the project management team.

The recommendations of the Ontario caucus are contained in the Ontario report in your kit. But I would like to reflect on a number of things. The work of the Ontario caucus was difficult. We had to undertake it in a political environment following the Strategic Land Use Planning exercise in Ontario. During that exercise many groups were, in a sense, at battle over issues; logging in parks - and parks became the focal issue - mining in parks, hunting in parks, and so on. These became the issues and it was difficult for the Ontario caucus to come along afterwards, to get these various interest groups to sit down at the table and say "Let's talk issues, policies and actions." And so I think that one of the messages of the Ontario caucus goes out to the other caucuses. I've heard of comprehensive land use planning exercises in other parts of the country. It is very important, it's crucial, that we try to continue the caucus exercise of getting the diverse range of interest groups down around the table to discuss the broad range of issues that will lead to the resolution of the battles. I think we started that in Ontario on an after-the-fact basis and perhaps that will lead to the resolutions of other conflicts that will arise.

Also in retrospect, while this was an arm's-length exercise, perhaps it was unfortunate government wasn't involved more so we could have understood some of the problems that it faces. After all, civil servants are responsive to their political masters and they also need the political will. A number of times individuals from the ministry, the federal government and ourselves sat down around the table and had some interesting discussions. Some ideas came out. Hunting again was presented. Rick Morgan, Executive Director of the Ontario Federation of Anglers and Hunters sometimes made a good case, although personally I may have trouble with it, but I think it was good to see the other side.

To speak to a number of the specific issues, privatization was an issue on Ontario and we couldn't resolve it - yes, we should have privatization or no, we shouldn't have privatization - but it was clear that it had to be evaluated. The consensus was that the existing program should be maintained and that volunteers and voluntary organizations should be used to expand heritage conservation programs. It was recommended that an ongoing discussion be maintained to inform the public about how privatization of parks is done, how it is monitored, and how it is evaluated. It was also recommended that the role of privatization in the spectrum of parks be defined. Privatization is a "buzz word." It encompasses many things and the public does not know what they are. It was recommended that the further privatization of parks be stopped until the effectiveness of privatization is assessed. And we were informed by the Minister of National Resources that is happening.

It was also recommended that a glossary of park terms be defined. In our many public meetings across the country we found that people just did not understand what different types of parks are and what they are for. There are many types of provincial parks in Ontario, there are many types across the country. The public has to understand what these are and what they are used for.

Parks policy was discussed. We have in Ontario and many people within the forum agreed, probably one of the best policies. And political decisions have been made that cast the specifics of that policy into some doubt. And so we did not come to any conclusions but, certainly again, ideas, especially on the non-conforming use as per the Blue Book on hunting, were put forward quite adequately, again by the Ontario Federation of Anglers and Hunters.

Again, under the issue of constituency building, the idea of building networks, of getting volunteers involved, arose. But in a broader spectrum, it was recommended that a constituency of those who support parks and protected areas be built by continuing the caucus process in the form of a forum for all interested groups. And perhaps, by continuing the caucus process in Ontario, we might be able to resolve some of the issues and develop a constituency.

Finally, though not available at this time, we undertook a study of public input to the Strategic Land Use Planning exercise. It was a long exercise and many people were consulted. I think it would be worth the effort of those who are promoting land use planning exercises in other regions of the country, to look carefully at what this document says in terms of public consultation.

I think the Ontario caucus exercise was worth it. We intend to continue it, both on a general basis and specifically. The Ontario caucus's recommendations on privatization will be put forward to a ministry commission that is looking into privatization in Ontario.

Finally, last night, we had an opportunity to speak with the Minister of Natural Resources, the Honourable Vince Kerrio, and with his Deputy Minister, Ms. Mary Mogford, who are both here. I welcome you and I am pleased to see that there is political involvement here so that we can talk about these ideas. They agreed that we would sit down and discuss the Ontario caucus, its findings, and where we can go in future. I think by having that level of political commitment to what we tried to undertake here, the future can be better.

QUEBEC CAUCUS

Jules Dufour reported on the workshop.

Mr. Chairman, distinguished guests, fellow citizens. I believe that, by putting oneself in a French ambiance one adopts Quebec time and by speaking French, it shows the importance that this reflects about our heritage. So, as Nancy MacPherson said, the North is different. Well, here in Quebec we used to say: "Vive la différence." I would first like to say a few words in my capacity as coordinator of the Quebec Advisory Committee, as well as that of chairman of the workshop. After that, I'd like to ask my colleague, Jean-Luc Bourdages (who is Vice-President of the Nature Conservancy Union of Quebec) to present the recommendations which came out of our committee's deliberations.

First, I would like to say that an assembly of citizens, men and women in such numbers, is an historical happening. So, not only should we celebrate the National Parks Centennial, but perhaps this first and important assembly in Canada should also be marked in a special way. Maybe there will also be a plaque that will be unveiled for the event. [Editors' note: to his surprise one was unveiled! See Appendix B.] I won't repeat all the comments which were expressed by Peter Dooling or by Nancy and Keith Neufeld and also Kevin, but many of the elements that you've presented are also shared by the members of the advisory committee and I think there is an urgency to get on with it, as Peter Dooling emphasized, now that certain milestones have been reached, we must now go on post-haste to establish a global strategy and an action strategy.

Well, I think this is an element that the committee has also been concerned with. Many will say that, as far as the major document or committee's work outputs are concerned, there's nothing new; all we did was observe, pick up anew the totality of the Quebec citizens concerns (at least those that we could get in touch with, including native peoples) and what you find in the synthesis is all a result of the committee's work - what has emerged from consultations, analysis and reflection. Therefore, the synthesis is entitled Environment, Resources and Society: A Collective Challenge. By thinking in terms of this concept or "collective challenge" paradigm, one will not only sense the importance for citizens of Quebec to get together to discuss and to find lasting solutions, but also to establish strong links with the rest of the citizens of the country.

Quebec is part of the ecology of Canada, North America and the whole world, and I believe this concern has been pervasive throughout the work of the assembly.

I would like to take the opportunity to say a sincere thanks to all those who participated in Quebec, in the committee's work, and to all the organizations represented within the committee, as well as to the staff of Parks Canada's Quebec Region for all the help they have given throughout this operation which, as you know, took eighteen months. I would also like to thank the translators who have worked so hard throughout the conference. In your name, I thank them.

The recommendations Jean-Luc will be presenting to you concern all those who are responsible for the improvement of the quality of life in our society. They are recommendations for a global society and, therefore they should be of interest not only to Quebecers but to all the major players throughout Canada. So, there is a need to recommend that political boundaries (which are really an obstacle world-wide) be removed at certain times to permit the establishment of a strategy for collective intervention. I believe this is a sentiment shared by a good number of people who have participated in this assembly.

I'll come back later for "le mot de la fin" but for now, with your permission Mr. Chairman, I would like Jean-Luc Bourdages to carry on.

Jean-Luc Bourdages.

Thank you Jules. Though the principal discussions during our workshop at the beginning of this assembly were focussed on the recommendations we made in the caucus report, it nevertheless seemed important to highlight them and to bring them to the attention of this assembly. These recommendations have been re-grouped under the banners of the principal themes developed, themes which we hope will reflect in large measure the wide scope we wished to give to concerns about Quebec's heritage.

I will go over the recommendations as they apply to the themes: first, in conjunction with so-called areas under use, that is, areas where resources are subjected to intensive use; second, in respect of protected areas; then concluding with the enjoyment and recreational aspects as well as the historical and cultural aspects of our national heritage.

Let's begin with the forest heritage. We recommended that the forest become, once again, a source of social life and citizens and workers participate from now on in the decision making process for all matters concerning development and management of the woodlands of Quebec. As I'll mention later - in fact, as the people from British Columbia indicated about the importance of the forest sector and the Prairie people have considered agricultural and land erosion problems - we feel that, in Quebec, we have these two problems competing against one another. It seems very important to us to rapidly take the management of our forest and agricultural resources in hand. Therefore, concerning the agricultural heritage, we recommend that, from now on, we move to an essentially biological agriculture within the framework of regional cooperation.

Another sector of our environment greatly affected by environmental problems is the quality of our lakes and rivers. In Quebec, not only must we face a severe acid rain problem but, as most of you know, our pollution and water cleanup programs are not as advanced as in other provinces of Canada. In that perspective, we recommend that lakes and rivers be cleaned up through appropriate preventive and corrective measures and, in particular, by: eliminating the driving of timber down many of Quebec's rivers; by a well balanced use of chemical fertilizers, pesticides and herbicides; and through the treatment of all domestic and industrial wastewaters. Regarding wetlands (which are of great importance in Quebec, notably because of the St. Lawrence River) we'd like to highlight and recommend that, in the shortest possible time, the wetlands be protected by enacting a law on wildlife habitat protection, and the management of these habitats be the responsibility of one ministry as opposed to multiple government intervenors. Well, those are the principal recommendations relating to areas under use.

As for the protected areas and natural reserves in general, we're putting forth the following recommendation regarding parks, particularly those which we, in Quebec, call conservation parks. We suggest that the governments of Canada and Quebec complete the conservation parks system in Quebec and that they demonstrate a greater political will to accomplish this by providing the needed resources to do so.

There is a priority at the level of the Heritage Rivers System, to consider nine rivers which have appeared to us as most important to protect in the near future. The nine are the Jacques-Cartier, Moisie, Chamouchouane, Mistassini, Malbaie, de Rupert, George, Saguenay and Rouge rivers. What came out of our discussions was that these rivers could be protected as Canadian Heritage Rivers, (that is as part of the federal-provincial program for heritage rivers), but they could be protected as well, where possible, within Quebec parks.

In regard to ecological reserves, we recommend that the Biosphere Reserve concept put forth by UNESCO be applied to ecological reserves in cooperation with universities, so as to ensure that conservation is efficient and generating research and education of the public.

We would like to make the following recommendations in regard to sites of particular speleological interest. We recommend that the inventory and the study of speleological phenomena be continued: also, that we go ahead with the creation of high value sites networks by adopting appropriate preservation and enhancement measures.

At the "controlled use zones" (ZEC) level, we recommend that the law governing ZEC's be amended to include the recognition of the outdoor recreational character attached to such lands. Furthermore, we recommend that ZEC's in the vicinity of urban centres have their natural resources under controlled development showing better coordination among all involved.

As for protected areas within urban centres, we recommend: that municipal governments - be they regional or local - establish a policy towards the protection of the natural heritage in an urban area; than an urban parks concept be developed, keeping the following aspects in mind - that the concept must include natural ecosystems, that it be within or on the outskirts of the urbanized milieu, and that it lends itself to several outdoor recreational and leisure activities. In the same line of thought, we recommend that the area of green spaces, in Quebec cities with populations of over 20,000, be increased; that urban renewal projects take into consideration this dimension of our heritage; and that the State continues its support policy to municipalities for the acquisition of park lands.

Concerning outdoor recreational and leisure activities, basically we recommend that an all-encompassing program of conservation education be put together by the government, with active participation by all concerned.

When we come to the historical and cultural heritage of Quebec, we recommend that the State adopts a global policy with clear direction about every aspect of conservation concerning cultural heritage possessions. We have not made recommendations to protect sites in particular. However, we have attached a document to our report showing the numerous territories that the Quebec citizenry has suggested to us as requiring adequate protection in the near future.

I would also like to mention, in closing, that over and above these many recommendations, considerable stress was often made of the need for greater cooperation between the many actors in the conservation field, be they governments, the private sector or the public in general. Certain participants insisted also on the need to go ahead with integrated conservation planning and resource use. And "integrated planning," "cooperation," "consultation," "participation," are all underlying concepts to the drawing up of a Quebec Conservation Strategy. In this regard the work of the Quebec Advisory Committee is a first step towards that end and it should be continued through a Quebec Conservation Strategy Committee within the Quebec Nature Conservancy Union. It is our hope therefore, that this beginning will be followed up in the next few months, indeed in the years to come. Perhaps Jules would like to add a final word.

Jules Dufour

Thank you. I'd like to express the pleasure of members of the committee had in participating in the assembly, in seeing the assembly and as our colleague from Ontario did, express our thanks to the management team, headed by Bob Scace, for its intensive work to make this conference a success.

However, as a general sentiment and a personal one, I'd like to add that based on all of our discussions and reports, parks still have an important role to play in Canada, and indeed, everywhere in the world. Someone mentioned earlier that there are presently 120 countries with parks, but the parks and protected areas appear only to be crutches in relation to very long term conservation.

So, at the end of our report, I would like to leave you with these thoughts: parks and associated protected areas have been created and go on being created in an "extensive and wild use of natural resources" context - often wild in many places, though not everywhere. Park systems - parks and protected areas - have become a need, something to be consumed like other needs and often, a conservation project managed by the State. Considering these things and the nature and state of today's Canadian economy, it is forcefully recommended that a strategy for the progressive transformation of parks and associated regions be established so as to replace them everywhere by generalized use and enhancement practices which would be more and more respectful of natural resources. I believe the wish of all the people here is for more parks or more protected areas. This wish is, as I see it, a clamour, a cry for help to prevent the disappearance, the menace of extinction of fauna and flora - against the death of natural ecosystems. These sentiments often translate themselves into the establishment of refuges or parks.

We must have a strategy which states in essence that "a greater respect for nature will result in a lesser need for parks." But if we continue to have less respect for nature, we will need more parks or similar areas. For the next hundred years, we, as a community, have an immense challenge to face.

ATLANTIC CAUCUS

David Coon reported on the workshop.

It was encouraging to listen to the previous speakers this morning. What appears to be happening is that there is an emerging concensus about what needs to be done in respect to heritage conservation, which is very encouraging indeed. What we have tried to do is tease out from eighteen months of independent work in four provinces, overlain with the comments made in our workshop here, some recommendations for action. It was no mean feat. Some of them are general, some of them are specific. The general overall theme for us is our hope we can build on what we have begun in the Atlantic caucus, because it very much is the beginning, we have scoped out the issues, and we would really like to build on this foundation.

We have an excellent system of national parks in all four Atlantic provinces, of which we are very proud. However, there is desperate need to protect the areas outside these parks system. We must protect our critical natural areas, the habitats of our rare and endangered species (flora and fauna), our scenic lands and seascapes. Much has been lost already. Part of our heritage in Atlantic Canada is a history of natural exploitation by corporate logging interests, corporate fishing interests, corporate agricultural interests, and corporate agricultural interests. We have lost in New Brunswick, for instance, forever, the woodland caribou. In Atlantic Canada we have lost the eastern wolf. There are no longer any good examples of virgin Acadian forests left. Our bald eagles and peregrine falcons and Atlantic salmon are in serious shape. We no longer have good examples of the kind of wilderness that is relatively plentiful in British Columbia or Alberta or the North.

We need to work out regional strategies to deal with these problems of heritage preservation; strategies that are sensitive to the traditional cultures and lifestyles, and strategies that involve all of those who have a stake in the areas we are attempting to either preserve or, in some cases, enhance because, of course, the situation in Atlantic Canada requires, in many cases, enhancement. It is good to see Parks Canada and other government agencies working hard in some areas, particularly with the peregrine falcon along the Bay of Fundy, near Fundy National Park, and the Atlantic salmon.

The two recommendations along these lines we have to make are: first; Parks Canada, in concert with the four Atlantic provinces, should play a leading role in initiating a meaningful and comprehensive consultation process on heritage preservation issues in Atlantic Canada with the objective of developing an overall strategy that can be used as a model by each province. I see this as the number one priority and the major accomplishment from what we have done in the Atlantic caucus to date. We have made the first step and it is followed through.

The second recommendation is specific. Because of the seriousness of the situation in many of the Atlantic provinces right now, we would urge that Nova Scotia and Prince Edward Island join New Brunswick and Newfoundland in enacting ecological reserves legislation, and all four provinces enact legislation to protect the habitat of our endangered and rare species. That is not everything. All four provinces must commit themselves to the spirit of those laws once enacted, allocating the time and the money for adequate protection. Unfortunately, we have had a negative experience in New Brunswick to date. We have such legislation but it appears that the province, so far, has little concern for the principles in the statutes. The experience has been much more positive in Newfoundland.

Heritage preservation activities provide the perfect opportunity to make people more ecologically aware, and that is the long-term solution. We have an opportunity with heritage preservation activities to educate people about the dynamics of our ecosystem and of our place in it. In fact, for preservation activities to be successful, they require this knowledge. Education and interpretation must go hand and hand with the establishment and management of any protected areas. Establishing those protected areas is truly only half the job. Along those lines we recommend that there must be no further cuts to Parks Canada's interpretive and education programs - something that others have recommended as well. Rather, the new Minister of the Environment should make environmental education one of his priorities, not just particular pollution and environmental issues, but environmental education itself should be a priority of the federal government. The resources and expertise that Parks Canada has in this area are second to none in the country in many ways, but they must be built on and expanded. Also, heritage and interpretation in education must be expanded outside our national parks system. We should be reaching out into the schools and into the communities to provide people with greater access to environmental experiences. This will at the very least eliminate the lack of understanding about what heritage preservation is trying to accomplish and lead to greater public support for these efforts.

I would like to now briefly address the issue of national park expansion and management. In general, there needs to be much, much better communication and consultation with the public every step of the way, one of those things I think that just about every speaker has alluded to along the way. Specifically, new parks should not be created at the expense of the traditional communities in the areas under consideration. Traditional subsistence resource use, in fact, is desirable and should become a cultural component of those parks. Local residents should be the first to benefit from any economic development that occurs as a result of park establishment, and local communities must participate in the planning and management of the park. Comprehensive and meaningful public participation must be implemented at every stage of the game, and there is an excellent model for that kind of public participation and consultation which we urge Parks Canada to adopt. It has been developed with industry, environmental groups, labour, and government under the sponsorship of Environment Canada through the efforts of the Niagara Institute. This model has just been completed and it is an excellent plan for consultation.

Finally, I would like to briefly address the issue of marine parks. They truly are the new frontier in heritage preservation, and it is an exciting frontier indeed. But there is a danger that marine parks will become a non-starter, because of the handling of the proposal for the pilot project in West Isles and Bay of Fundy. Citizens in that area have already organized to oppose any kind of marine park. The situation is terribly polarized; mistakes already have been made. It need not get worse. We recommend that the marine parks policy must be finalized and improved before any further work is done on the feasibility of West Isles. Secondly, in light of the problems there, the fact that the process has already been somewhat sullied, and because of the interests expressed in Nova Scotia during our consultation work on a marine park in the area, we urge Parks Canada to seriously consider temporarily shelving the idea of a marine park in West Isles and establish the first marine park in Canada in Nova Scotia.

I will take off my Atlantic caucus chairman hat off and redon my mantle of Conservation Council of New Brunswick, and urge you all, in your own way, to aid the remarkable individuals tirelessly working on the front lines to save South Moresby. It is truly a jewel; it is truly a very special place; and I would like you to join now with me in showing our support for their work and for South Moresby.

(Applause)

REPORTS FROM ADDITIONAL WORKSHOPS

The session chairman stated:

This ends the presentations from regional caucuses. As you know, the process we have followed in the assembly is two-fold. First, the workshops set down in the agenda were developed from the national issues paper which, in turn, had been developed from the regional reports coming from the caucuses. However, we thought it also very important that an opportunity be provided for those wishing to convene additional workshops to have an opportunity to do so. Two workshops were convened and we will now receive reports from their respective chairmen.

INTERNATIONAL ASPECTS OF HERITAGE CONSERVATION: IMPLICATIONS FOR CANADA

Jim Thorsell reported on the workshop.

As Gordon Nelson noted at the beginning of the assembly, Canada's role in international conservation has not been fleshed out too well for this project, so we had a very quick workshop and tried to come up with a few things. We feel it should be a major thrust in the second century of heritage conservation in Canada to look beyond the boundaries of Canada, to look to the problems of the global aspects of biological diversity. We also felt there is a particularly strong role for Canada to contribute in this area. We therefore focused on seven actions that Canada might accomplish at the global scale.

First of all, in dealing with endorsement of existing Canadian efforts in international conservation, we went through a number of programs in which Canada is already involved. We highly endorsed these programs. They are contributing very effectively on the world scene, and Canada is very highly respected as a result, particularly in the work with IUCN and UNEP in developing the World Conservation Strategy (which has been referred to many times at this meeting), as well as the World Charter for Nature which has just recently been passed by the United Nations. Parks Canada's role in the international seminar and a number of other aspects were brought up. We would like to endorse all the current initiatives being made by Canada in international conservation.

Our second action was that there is a tremendously low level of public awareness within this country on what all these things mean. Recent statements which misunderstand the World Heritage Convention, is one illustration. [Editors' note: reference is to negative statements in the media in Alberta respecting dedication of lands in the province as World Heritage Sites.] We feel there is a major need for a public awareness campaign within Canada, not only to outline what we are doing internationally, but also to explain to our citizens what Canada's role is in international conservation.

Thirdly, we feel there is an international mechanism already in place in Parks Canada. Not being a workshop that wanted to recommend more government agencies, we felt that there is considerable scope for the International Affairs Division of Parks Canada to be expanded to take on a broader role in assisting conservation, particularly in parks management, in developing countries.

Recommendation number four: we felt as we looked at The Banff Centre we were missing the boat. The Banff Centre has a lot of dancing going on; there is a lot of singing; there is a lot of theatre. But where is conservation? Where are national parks? We are in a World Heritage Site. What about looking into the feasibility of establishing an international parks management training school here at The Banff Centre, possibly including a tourism component?

Our fifth action recommendation was on the issue of border parks between Canada and the USA. There are three major border parks between the two countries, one of which has an excellent record of joint cooperation across the border. The other two, which are in the Yukon and Alaska, do not yet have an effective cooperative joint management program, and we recommend that the authorities within Parks Canada and the US National Park Service collaborate more actively on those international border parks.

Sixth, in terms of marine conservation, we felt that Canada has another role to play, as demonstrated in its leadership in the world in developing the Law of the Sea. We feel that Canada should increase its support to UNEP's Regional Seas Program, and consider undertaking a Regional Seas Program for the circumpolar Arctic. This would be a follow-up on our meeting last week on Arctic Heritage [the Arctic Heritage Symposium], and we also recognized at that meeting, that Canada was lagging behind all the circumpolar countries in the North in terms of establishment of protected areas.

Finally, recommendation seven, we felt that a task force should be established to review the potential contribution of Canada to conserving the world's biological diversity. This would follow on a similar exercise that has just been conducted by the US Congress and US AID in the states. They have come up with some very good recommendations on how that country is going to contribute to conserving the world's biological diversity. This is aimed at our foreign assistance programs, particularly through CIDA.

In conclusion, as an erstwhile Canadian who has worked on parks programs through thirty countries, I would like to assure you that our reputation in parks management around the world is widely known and highly respected. Parks in Canada have the very best systems of any country in the world, and I think we are expected to provide leadership as a consequence of that position. We are in a unique position to play an even more active role in sharing our expertise and our resources with our parks colleagues who are under real severe stress worldwide. We, at IUCN, wish you to continue in this area, and our heartiest congratulations on the holding of this assembly.

SOUTH MORESBY AND STIKINE

Grant Copeland reported on the workshop.

I would like to thank the assembly's management team for the opportunity to participate in this way. The reason for this special workshop is due to the urgency of our last opportunity to save two special areas that we need to fill out our national parks system. A hundred years ago our forefathers had the foresight to establish Banff National Park and we are grateful for their wisdom. Two proposals have been brought to this assembly with the support of many environmental and conservation groups from across Canada; a proposal for a Stikine National Park Reserve, and a proposal for a South Moresby National Park and National Marine Park - proposals which are as important today as Banff was a century ago.

First the Stikine. The preservation of the great Stikine River has been an international proposal since 1979. In 1981 the entire Alaska portion was given wilderness status and is now called the Stikine - Le Conte Wilderness area. The Canadian portion of this 400 mile long river contains two areas of Canadian significance identified by Parks Canada: the Spatsizi National Area of Canadian Significance and the Mount Edziza National Area of Canadian Significance. In addition, these two areas are linked by the Grand Canyon of the Stikine National Site of Canadian Significance. The Stikine lies in Region 7 which is unrepresented in the national parks system at present. The Stikine is world renowned for its diverse and free-roaming wildlife populations which are, to date, complete with predator and prey relationships. The Stikine is currently threatened by proposed hydroelectric, logging and mining developments and time is critical. The proposal is supported by the B.C. caucus and has been discussed by several other workshops at the assembly. I would like to read the resolution for the Stikine:

"Therefore, be it hereby resolved by this assembly that a Stikine National Park Reserve be established along the entire Canadian portion of the Stikine River from the north and south boundaries of the US Stikine - Le Conte Wilderness area at the U.S. border to the headwaters of the Stikine, Little Klappan and Spatsizi rivers, including all of the existing Spatsizi Provincial Park. Be it also resolved that the establishment of a Stikine National Park Reserve be subject to the resolution of the land claim of the Tahltan Tribal Council, that the traditional activities of native hunting, trapping and fishing be allowed to continue, and that the Tahltan people be fully involved in the planning and management of the national park."

The second proposal is in South Moresby and I would like to ask Colleen to describe that proposal.

Colleen McCrory then spoke.

We bring before the Canadian Assembly a sense of urgency because we have a crisis with the South Moresby area in British Columbia. People have worked for over twelve years to have this area preserved. It started out as a local issue, a provincial issue and now we have national and international support. We have over one million Canadians and over 100 organizations supporting South Moresby. In the last few months we have almost lost South Moresby twice: once to a full logging plan which would have cut every old tree, and in the last couple of years we almost lost Lyell Island - the visual centerpiece of South Moresby. We feel that, if at this time, we can't come to a Canadian Assembly and bring those concerns, we have a lot to think about. I would like to say it has been very wonderful that we have had time to have a workshop and discuss the importance of this issue and the Stikine. The opportunity will never exist again for us to set this area aside, because we are on the verge of cutting down some of the oldest forests on earth. A decision will be made in a matter of weeks. The B.C. government is visiting South Moresby on September 21st and we believe that we have almost lost it to one logging contractor now. So we really have a lot of work to do.

Parks are an important part of our spirit of our nation. They answer a need in humanity to escape the exploitation, commercialism, artifice and profit concerns of our society; to find in the untouched, unity, harmony and balance in nature; some correspondences with our own spirit. We can't find that in any government or anywhere else. If we don't have that balance then we are really not leaving our future in a very good shape.

I would now like to ask Thom to speak about South Moresby.

Thom Henley then spoke.

Mr. Chairman, never before have the people of the Queen Charlotte Islands had an opportunity to address their concerns to such a distinguished audience and such a distinguished assembly. It is very difficult for me, in a few seconds, to describe the values of South Moresby or to represent all of the varied concerns on the Queen Charlottes, the concerns of the Haida people. And I also feel that the forests, the seabirds, the eagles, the falcons, the sea lions, and the whales - all the life forms on South Moresby - need to be recognized and represented here because they form part of that social contract that Leroy Little Bear was speaking about. It's a contract that the Haidas have maintained with their environment for 8,000 years or more. It is very heartening to see that South Moresby has emerged as one of the dominant concerns of this assembly, but we are distressed that this concern is so overdue. For twelve years now our society and the Haida people have pretty well been alone on the Charlottes trying to persuade the federal government to have a closer look at this area, which we know is of national and international significance. Not only has Parks Canada had a very low profile in the province, but the province of British Columbia has been very reluctant to take the necessary actions in protecting this area.

Meanwhile, the area continues to be logged. It is being logged today as I stand here speaking to you. We would ask that this assembly come forward with a very strong recommendation that, as a way of celebrating the National Parks Centennial, we actually do something truly significant in the next three months. The Haida people in the Queen Charlotte Islands are the strongest voice behind South Moresby's preservation. The Tahltan tribe on the Stikine is coming forward to preserve that area. The Nuu-chak-nulth Tribal Council is fighting for Meares. And the Lillooet Tribe are the people fighting for the Stein. I think something is emerging in British Columbia that may become part of the rest of the movement in this country, and it is something that Parks Canada needs to recognize. I would strongly encourage everyone here to go back to their constituencies and their departments and do everything they can to raise consciousness about these areas.

Finally, I would like to thank the chairman for the extra time, I would like to thank all the people who have come forward in the last few days and given their encouragement, their advice, their financial support and their dedication to this cause. As the Haida people say, "Thank you, good people."

Grant Copeland spoke again.

I would like to read the resolution for the South Moresby:

"Therefore, be it resolved that this assembly support and urge provincial and federal governments to preserve the entire South Moresby area as Canada's first National and National Marine Park as a true celebration of the National Parks Centennial; be it also resolved that the federal government assist the B.C. government to accomplish total preservation of the South Moresby proposed area;

Be it also resolved that the establishment of a South Moresby National Park and National Marine Park be subject to the resolution of the Haida land claim and that the traditional activities of native hunting, trapping and fishing be allowed to continue on a sustainable basis, and that the Haida people be fully involved in the planning and management of the National Park."

And at this time I would like to ask whether this assembly would support a resolution in support of these two proposals.

Bob Scace, Chairman, then spoke.

We have here a situation somewhat at odds with the process that has been developing over eighteen months or more whereby we have attempted, through consensus and sharing, to develop what have become the series of recommendations you have heard this morning - coming from regional caucus representatives and also from the thematic workshops. As part of that process, of course, the regional caucuses looked at candidate areas, which included priority areas in the respective regions. In the case of British Columbia, six priority areas were identified, including South Moresby. The process we have gone through has sought to stay away from voting - yeas and nays - rather, we have tried to come together as a collective.

My sense of what I would like to see the assembly do is, as it did earlier when David Coon spoke, is to express very strongly, if it so wishes, its support for the so-called resolutions which I would like to think of as recommendations - so as to maintain the spirit, intent and purpose of the whole assembly process. I think that might be the way to go. It seems to me that it would keep the spirit of the assembly, the work in British Columbia and elsewhere in Canada across the several months that the assembly process has occurred. It seems to me that if we do this, we keep uniform our sense of being a group at large. The proceedings will carry with them the very strong sense of the importance of South Moresby. And so I would like to an expression from you of your support for both the South Moresby and Stikine areas that have been presented to you this morning.

(Sustained standing applause)

The Heritage for Tomorrow Program As a Continuing Process: A New Era of Sharing Heritage Management*

J.G. Nelson

* This paper - the national issues paper update - was prepared and presented at the assembly in consultation with members of the project management team, notably Robert C. Scace and the caucus coordinators or their representatives. Consultation took place before presentation at the Final Plenary. The paper builds upon and highlights the findings from the regional caucus' and other workshops held at the assembly.

Ministers, Fellow Members of this Assembly, Friends, especially from other countries:

This statement is intended to capture the spirit, essential thrust and many of the specifics of the Heritage for Tomorrow process which to date has encompassed almost two years of citizen activities and deliberations throughout Canada. The full range of detailed proposals numbers in the hundreds, and can only be assessed through reference to the regional caucus reports, national issues paper, contributed documents, workshop proceedings and other expressions of interest presented during the Heritage for Tomorrow process.

Brief Background

The General Goal was to celebrate and comprehensively evaluate a century of heritage from the standpoint of the people and to identify directions for heritage conservation in Canada in the second century.

The Method was to organize regional caucuses or networks of citizens from a range of constituencies and backgrounds, in preparation for discussions at a September 4 - 8, 1985 Canadian Assembly. Directions beyond September 1985 were vague other than the preparation of proceedings. Termination is the usual prospect in such circumstances.

Structurally, the project manager and the management team were at the centre as facilitators. Seven caucus groups were created throughout the country at the local level on a self-organizing basis. Most funding was provided by the project sponsor, Parks Canada, although additional funds later were contributed from other sources.

A broad set of guidelines and reporting mechanisms was established by the management team in cooperation with caucus coordinators. The process involved joint management team - caucus workshops, caucus and regional workshops, and outreach overall. The caucus reports and a management team national issues paper were prepared in tandem, leading to the Canadian Assembly. The evaluation focus in all these papers was on issues and areas. A search was made for a meld of general and specific issues in order to meet the needs of different groups and to provide a framework for understanding and action. The result was identification, in close consultation with regional caucuses, of nine major issues embracing thirty-one more specific issues, set out in a national issues paper distributed prior to the Canadian Assembly.

Results to Date

Understanding Heritage has been a central concern from several standpoints. The term is a general and rather vague one. In this respect, however, it is similar to economy, environment, or health. In the Heritage for Tomorrow process, heritage has proved to be a very useful concept for bringing people and wholeness of life together. It provides context and meaning. It serves as a guide. It comprises sets of values, the character and goals of different groups, and an image of land and society. It is a basis for judgement about change. It permits discussion of the views of first nations, local people, new immigrants, farmers, foresters, as well as museum and historic park system concerns. It involves modes of describing and managing heritage. It is seen as including the natural and cultural worlds as well as various types of parks and protected areas, the roles of various concerned agencies, and a range of laws and institutions.

Findings: There appears to be great sympathy for natural and cultural heritage in general among Canadians. However, details on the concept - and on the national park and other institutions and associated with it - are understood only by part of Canada's people, perhaps less than twenty per cent. As a result of their lack of such specific knowledge, these people are limited in their ability to benefit from heritage as a source of meaning and as a basis for judging changes in their lives. These Canadians are limited in their ability to use heritage as a frame of reference at a time of rapid technical, economic, social, and environmental change.

Operational Issues: Of basic concern here is the matter of complexity. In this context, in the past, stress has been placed on specialized knowledge and expertise, organization by sector and mandate and on separation of sectors and roles. We see this in the use of such terms as public and private, tourism and recreation, government and non-government, development and conservation, national park and provincial park, and voluntary organizations as distinct from so-called professional agencies. In addition to the tendency to think in terms of particular management types and agency mandates, there is also the tendency to think in terms of boundaries, not interfaces. The parts are too far apart; they are too much the focus, rather than the whole. Consequently there are difficulties in coordinating institutions and management types in heritage areas, for example, in the buffer zone around strictly managed national parks. Problems consequently also arise in completing the heritage system, that is in perceiving, using, and protecting all aspects of heritage, for example, native language, underground or groundwater reserves, coastal heritage areas, marine parks, as well as soil and agriculture as newer elements of the park or heritage field. There are problems in thinking about overall heritage needs, and in identifying, ranking, and acting upon them in terms of policies, programs, projects, and areas. Nor is there any forum or arena in which to approach, discuss or act upon these concerns. In this context, from this centennial process, with its wide ranging approach and public involvement, there may emerge the first comprehensive public list of natural and cultural heritage areas prepared by citizens of Canada.

Findings: Considerable progress has been made over the last century because of the foregoing type of sectoral approach. But there are many problems now. There is a lack of overall vision, of sense of purpose and mission. There is also a feeling of lack of progress. Things stop and start. There is dissatisfaction with government leadership as well as with our capacity to cope overall as a society.

There is a feeling that the priorities are wrong and that environment and resource management - our soils, air, water, and forests - are not high enough on the public agenda. There is a feeling that Canada is not fulfilling its global heritage role strongly enough in spite of good work in the past. The fullness and richness of the Canadian natural and cultural kaleidoscope - of first nations and varied ethnic groups - is not seen to be reflected adequately in our heritage system.

There is a feeling that we are on a Second Threshold of Heritage Development in Canada. 1985 should be the same basic kind of stepping stone as 1885. We need a major shift or change, building on the past but in new ways appropriate to a changing context in which dollars and other resources become increasingly scarce either in total or because government allocates them in ways questioned by many citizens. Thus there are calls for less "star wars" and more heritage, or for Canadian commitment to the Northwest Passage and the high Arctic, not necessarily or only in the form of an advanced icebreaker but rather or also in terms of more vigorous natural resource and environmental management. There are thoughts of marine parks and other heritage sites being created in environmentally significant areas such as Lancaster Sound, as well as in other key parts of the Exclusive Economic Zone (EEZ) or vast offshore marine domain now largely under Canada's stewardship.

A General Perspective on the Situation

It has been suggested that we can understand the stress between use and conservation of parks and heritage areas in terms of certain stages which have evolved over about the last one hundred years. These stages are:

- Preservation and Protection, in the late nineteenth century and early twentieth centuries; and
- Management, since World War Two.

In the management stage stress has been placed on the development of a professional approach and a strong government or agency role. Perhaps we can understand and profit from our present situation if we view ourselves as at the threshold of movement into a new phase which might be called Shared Heritage Management. Such a shift does not mean the dropping of specialization, expertise, roles, mandates, and other approaches from the past. But it does mean more intergovernmental and public linkages, citizen involvement more than citizen consultation, supporting and assisting by government as much as leading and doing. It also means more direct address of problems by citizens rather than indirectly through government agencies.

Such a shift will be very difficult because we really do not know how to do these things well. The shared approach is, however, becoming increasingly recognized all over the world. With search we can find many examples to experiment with and use. Many means have been discussed in the Heritage for Tomorrow process. Examples include: agreements, tax arrangements, contracts, liaison arrangements, mediation techniques, joint management and other means of using local knowledge and institutions. "Greenline Parks" and Man and the Biosphere (MAB) reserves also represent promising new approaches to shared and more comprehensive management.

The Job Ahead

As we read the general findings of this caucus and assembly process we see the following results. We should continue the Heritage for Tomorrow process. It should be built into a changed governmental and social approach. Do not stop the caucuses; rather, support and enhance them. Use the caucus and assembly process - a national heritage forum - as a continuing means of anticipating heritage needs, as an agenda setting device, as well as a platform for dialogue among groups with different interests in heritage. A heritage forum could be a continuing source of communication, education, and research, a testing ground - a loom for a changing, varied and pluralistic Canadian social fabric.

Some Other Means of Meeting the Challenge

For government some considerations include:

- quickly disseminating the results or proceedings of the caucus - Canadian Assembly process as well as federal and provincial government responses, and doing so in such a manner as to give reply and satisfaction - a signal - to all those involved in this work at the local level;
- placing environmental resource and heritage issues very high on the public agenda;
- investing proportionally more rather than less money in soil, water, air, and forest resources vital to sustainable development, long term economic well being, and quality of life, past, present, and future;
- adopting and implementing the principles of the World Conservation Strategy at all levels of government, commit Canada to an overall and effective policy of sustainable development;
- combining heritage and environmental concerns more fully at all levels of government;
- considering and rapidly acting upon the more than 500 different heritage areas recommended by citizens as worthy of heritage status throughout the country during the Heritage for Tomorrow process;
- providing support for a national heritage forum to function regularly, with a staff and capability to plan, raise funds, and assist others;
- assisting in establishing a Heritage Council and/or Heritage Trust to play a central role in a more vigorous and comprehensive approach to heritage needs, to reach out,

support, and involve people at the local level;

- within heritage agencies placing greater stress on the resource person approach, on preparation for working more closely with people and other heritage groups, as suggested for example, in the recent United States Conservation Foundation report on National Parks for a New Generation[1].
- working closely with all parties to identify what the Prairie caucus has called "heritage at risk" and developing appropriate action;
- rethinking the current structure of federal - provincial cooperative arrangements as expressed through the Federal - Provincial Parks Conference and other existing bilateral arrangements and considering the greater involvement of local governments and agencies.

For universities and comparable institutions similar considerations apply, including:

- adopting a more vigorous service or resource oriented role in heritage education, research, and information, in developing better methods of identifying and managing heritage areas;
- assisting Parks Canada and other agencies in furthering scientific use of heritage areas, for example, monitoring for environmental health;
- linking better with other consulting and applied research groups as well as heritage organizations, nationally and internationally;
- linking needs of heritage groups with the study requirements and work capabilities of students and faculty with more work and cooperation being required by the heritage groups at this interface as well;
- establishing cooperative arrangements with heritage agencies and groups following models such as the United States cooperative associations and the University of Waterloo/Parks Canada Heritage Resources Program.

For citizen groups and conservation organizations, consideration should include:

- pressing for funding from government and private foundations as well as "volunteering" from citizens in order to continue the Heritage for Tomorrow process;
- pressing for stronger and more effective voluntary organizations and working on citizen participation platforms such as the public trust concept;
- working to maintain networks, to entrench some of the relationships developed in this process, for example, the new heritage communications systems in Quebec and British Columbia, and also by reinforcing older heritage networks such as the Conservation Council of New Brunswick;
- reaching out to business and other groups which have been less involved than is socially desirable in heritage work.

For corporations and the business sector considerations include:

- making specific proposals for the linking of tourism and other development forms with park and heritage areas and actively promoting discussion of these detailed proposals with heritage and other interest groups; and
- supporting and specifically participating in the national forum and similar efforts, including possible future international activities.

For all groups and individuals, considerations should include:

- aggressively and urgently developing the opportunity to maintain the unique wilderness heritage that is Canada's - large areas, large predators, complete ecosystems - unparalleled over much of the earth, in cooperation with the indigenous people who call such areas homeland;
- working to reduce the high heritage illiteracy rate by cooperative information efforts through newsletters, T.V., and other means;
- offering any special skills to interested organizations in

order to improve opportunities for Canadians to enjoy heritage.

- working through networks - the national heritage forum - to open the heritage field to a continuing flow of ideas and activities;
- using networks and the national forum as a testing ground for anticipating and addressing needs as well as timing of changes to protect and enhance our evolving heritage;
- using wide ranging methods - such as the national forum - to promote discussion of specific area protection needs in different parts of the country, for example, the South Moresbys, Stikines, Woodland Caribous, and Ellesmeres;
- working at the international level to develop better means of attacking acid rain, marine, or other problems that transcend national boundaries; this effort is as much, if not more necessary at the citizen as at the government level; in this regard, the role of international voluntary conservation organization meetings like those held here at Banff, and earlier in Europe, and the Canadian activities of the International Union for the Conservation of Nature (IUCN) should be strongly supported;
- working vigorously and actively to create a set of parks and heritage areas - a heritage system - which more fully reflects the rich cultural tapestry - the different ethnic and local histories - that are Canada's; the notion of native heritage parks comes to mind here;
- stressing the nodal role that natural heritage areas - acquifers, calving grounds, rich gene pools - play in sound land use management generally; they underlie and are the keys to such management; they hold natural and resource systems together;
- working hard to develop not just a land or environmental but a heritage ethic - a respect for nature, people, and culture - that will guide us to a richer future by building sensitively on a bountiful and instructive past; and
- working to ensure the establishment of regular State of the Parks or State of Heritage reports as a basic means of knowing how we are doing in heritage matters.

Forge Ahead with the Heritage for Tomorrow Process

Finally, listening to the workshop reports at this plenary this morning - hearing people say that they had done a lot but time was too short - we do very much need to continue this process, to work on details and ideas over a longer period. Here much depends, at least initially, on the support of ministers and government, in ensuring that continuity occurs.

We should not lose the momentum, the working relationships, the sense of sharing, and the experience and knowledge of "how to do it", that has been gained as a result of this Heritage for Tomorrow investment - primarily by Parks Canada - in the voices of people.

Beyond government, we all need to continue working on the rich and very promising heritage that has been generated through the Heritage for Tomorrow process and this very special Canadian Assembly.

Anyone who walks away from this Heritage for Tomorrow process without a continuing commitment to it, leaves behind a bit of a miracle and a very promising road to the future.

In twenty-five years of active heritage work I have never seen an opportunity like this. Build on it. Go back and write to the ministers, foundations, and others in a position to support. Let us find the means to continue this worthwhile and basically important work. The British Columbia and Quebec caucuses are relatively strongly commited to this idea.

We have so many things to disagree about and so few big concepts to bring us together. We are building a heritage network - a varied, rich, and evolving web - that can tie us together to the greater benefit of all, at home, in the provinces, and the nation, and with people around the world.

Note

1. The Conservation Foundation, 1985. National Parks for a New Generation: Visions, Realities, Prospects. Washington, D.C. 407pp

Address by
Minister of the Environment*

Honourable Tom McMillan

* The session chairman stated: We are delighted to have with us at the Canadian Assembly the very recently appointed Minister of the Environment, The Honourable Tom McMillan. Mr. McMillan was aware of the Canadian Assembly Project many months ago when holding his previous portfolio as Minister of Tourism. He was very interested in the process, the activities and the information from various parts of Canada that were part of the assembly process. I can assure him that no minister responsible for Parks has had such a wealth of citizen enthusiasm, support and information with which to begin his portfolio. I ask you to welcome to the assembly the Honourable Tom McMillan.

Mr. Chairman, my provincial ministerial colleagues, other distinguished guests, ladies and gentlemen, chers amis.

It is a great pleasure for me to be here today - my second visit to Banff as Environment Minister in only two weeks. On my first visit I learned that, as Environment Minister, I am effectively the Mayor of Banff. It was, certainly, the easiest election I ever faced. But please do not call me "Your Worship" - it has taken me an entire year to become accustomed to being called "Minister". At first, the title made me feel like a Tibetan high priest - no mean feat for a Roman Catholic from P.E.I.

This is my first major speech as Minister of the Environment. My officials prepared for me a good solid speech, workman-like, even felicitous. But I didn't travel across an entire continent from P.E.I. to Banff to tell you what someone else thinks, however profound.

I came to share with you what I think. So, if you don't like my speech, don't blame my officials - blame His Worship, the Mayor of Banff.

The parks of this country are more than the sum of their trees and bears, picnic tables and wild flowers; the historic buildings, wilderness, and the visitors they contain. The parks express the unmistakably national heritage of Canada, our territorial reality as a people. They are the raw material from which we have shaped much of our national consciousness in the past, just as they enrich our lives today. They are the optimist's definitive answer to the world-weary question, "Is that all there is?"

They impose difficult responsibilities, these parks of ours. Decisions cause ripples not always apparent from the beginning. That's why you, and the constituency you represent, are a valuable and valued resource for me as the responsible federal minister. As people with special sensitivity to parks issues, you have an important role to play in identifying both dangers and opportunities for the future of Canada's parks system. In the same way that war is too significant to be left only to the generals, parks are too precious to be left only to the politicians and the bureaucrats. Our parks are part of each Canadian's common heritage. That's why local individuals and groups not only have the right - they have the responsibility - to help determine how the parks should be treated. I don't fear that involvement; I desperately need it.

The decisions made about parks require accurate information and a clear-cut guiding philosophy. Most of all, they require common sense. Unfortunately, sense is all too often not very common when it comes to parks. Frequently the debate deteriorates into a dialogue of the deaf because it has been structured around a false dichotomy. Some people envision the park as the preserve of the sandal-footed hippy, wandering onstage from the 60's, while others see only the commercial exploiter in his hobnailed boots. In the real world, however, both people and choices are much more diverse and complex.

As the former Minister of Tourism, I am aware of the increased tensions between conservation and tourism - between preservation and use. In that context, I should tell you how quickly my life has changed in the past two weeks. As I was driving home from the office last Wednesday, I saw a man taking pictures of the Parliament Buildings; he kept snapping away and then, as I watched, he threw away the film wrapper. Three weeks ago, I would have walked up, shaken his hand, and told him at least three interesting facts about Canada. Now, as Minister of the Environment, I just worry about that darned wrapper!

Nonetheless, I believe that common sense provides a foundation for resolving seemingly contradictory points of view. In the past, for example, there has been a sense that preservation and use were mutually exclusive and needed to be ranked. I think ranking is exactly the wrong approach. There can be no use without preservation, for, if the parks are not preserved by those of us who use them, after a while what will be left of them to use? At the same time, the parks were created and preserved for people to use and appreciate. Why else establish them in the first place?

Indeed, the National Parks Act itself, embodies the dual principles of preservation and use - the two go hand in hand.

I see my role as trustee of the parks system, exercising good stewardship, with your help, on behalf of all Canadians - the true landlords of the parks.

Similarly, it is also an oversimplification to talk about "what is needed in the parks of Canada" as though the parks system existed as a single entity, easily administered by a single policy or formula. Instead, in pursuing parks policy, the question should be: What park?

Every park is different, so each requires its own approach. Some parks are, and should remain, blessedly inaccessible museums of our natural heritage. Others can and will have more visitors - without being damaged. If that seems hopelessly naive, consider the experience at Athabasca Falls, once severely endangered by the number of visitors drawn to it each year. At the time it seemed reasonable to suggest, as many people did, that the answer - the only answer - was to restrict access to Athabasca Falls, close the gate, lock it and ban human life.

But a solution, based on creative design integrated into the nature of the park, involved solid, manufactured boardwalks and landscaping that can withstand the wear imposed by visitors. As a result, the trees and flora flourish again and there is every reason to look forward to increased use and enjoyment of the facility.

This, then, is an application of common sense - not ideology, not hard and fast rules, not dogma. It is also an example of another aspect of my own thinking that I want to share with you, namely my belief that there are not simple answers to complex problems. Parks policy, after all, is not some cut-and-dried formula that can be packaged neatly, applied rigidly across the system, and then just as readily forgotten.

Parks are more than pieces of land, and they can play many roles: they may well be an important element, for example, in our commitment to the integrity of Canadian sovereignty, especially now that the issue is heating up with the voyage of the Polar Sea through the Northwest Passage. In that context, I am glad to confirm that final arrangements are underway for me to sign an agreement with the Government of the Northwest Territories that will enable the federal government to establish a national park reserve on Ellesmere Island.

The park reserve will, in essence, be a 39,000 square kilometre rooftop on Canada - our most northerly lands and, certainly, our most spectacular high-arctic landscape. The agreement will be signed before the end of this, the centennial of our national parks system.

The more than 140,000 square kilometres of Canada's parks are a land mass that exceeds the size of England, Scotland, Wales and Ireland combined. Policies for those parks must take into account their variety - the fact that there is no such thing in Canada as a 'typical park'. What is typical of Nahanni's majestic sprawl, of the waterways of La Mauricie, of the sand dunes of Cavendish Beach in my native province? Our parks system offers everything from isolation to playgrounds. What is right for one park will often be totally wrong for another. The challenge for all of us is to know the difference!

Understandably, your meetings have focused on national parks. As Environment Minister, I am steward of the country's national historic parks as well. They are important as pockets of Canadian history that invite people to reflect on how we became what we are.

They, too, are part of the continuum of the Canadian park experience. Some, like Fortress Louisbourg, have been re-created - deliberately willed into re-existence to nourish our sense of ourselves. They need visitors and have been designed for enjoyment by the many. Louisbourg, for example, now receives 125,000 people annually - less than half the number it could comfortably welcome.

My wife and daughter and I visited Louisbourg last month as tourists, well before I knew I was to be Environment Minister. I was saddened to see such a magnificent - and, frankly, expensive - recreation so poorly patronized by the public. The fortress is one of the truly great historical recreations on this continent. As a Canadian and as the responsible Minister, I want the whole world to know about the magnificent historic site. At present, it, like many other parts of our national parks system, is the best kept secret in the world.

Let me tell you: with your help, I'm going to change that.

Keeping in mind the disparate needs of the various kinds of parks, I intend to make sure the Government of Canada does a much better job of marketing the parks than it has done in the past. We owe it to ourselves to place national parks at the centre of the cultural life of the country. Too often, lack of priority by government and the public alike have kept them at the fringes.

Nor have we completed the job of building the parks system. Currently, it covers 1.3 percent of Canada's total land mass, part of every single province and territory. Indeed, the four nearby Rocky Mountain parks themselves are four times the entire size of my native province of Prince Edward Island. But there are gaps - big ones: Arctic and sub-arctic natural regions and prairie grasslands and marine natural areas and science and technology-based historic sites - all are poorly represented in the system. I want your help to fill those gaps. In that connection, working with British Columbians to protect the terrestrial and marine treasures of South

Moresby is a top priority for me.

We may not be able to do everything today or tomorrow or the next day. But we cannot abdicate to those who would exploit precious natural heritage areas for their own narrow economic gain without reference to the public interest.

In thinking about the range of our parks, we are going to face difficult questions - and answers - in the future. Can we find ways, working together, to conserve the pristine beauty of the national parks - and, at the same time, permit other portions of the parks system sometimes even in the same facility, to amuse, train, thrill and provide a sense of well-being for our people, especially our youth? Otherwise, who will learn to care about our parks today? Who will learn to care for them tomorrow? How will we meet the economic challenge of the 80s and, assuredly, of the 90s: finding new ways to keep up with increasing demands for service amidst the shrinkage of available funds?

One thing is certain: parks are not a frill, not peripheral to Canadian experience - they are in its very marrow, and that is increasingly true. Surely it is appropriate that the same Minister responsible for controlling and perhaps, even one day, eliminating pollution is also responsible for our parks. Surely, in modern society, the proliferation of the first simply increases the need for the second.

Mr. Chairman, may I conclude on a more personal note. In this, my first major address since assuming the post of Minister of the Environment, I recognize that I speak to a group who represent the many caring Canadians to whom the future of our environment is a crucial issue. In the past 18 months you have shown exemplary common sense in giving of your time, your energy, and your knowledge. These will always be needed. You know that your work is not finished. The work of environmentalists is never finished.

Like you, I am an environmentalist. And I am proud of it. As one who was born and raised in Prince Edward Island, I am especially interested in the parks and proud of them. Indeed, the Prince

Edward Island National Park is as much a part of my island province as our delicious plump potatoes. Moreover, the provincial seat of government is a national historic park, the halls within which the Fathers of Confederation sat down for the first time to invent Canada, in Charlottetown, 121 years ago this month.

A few days ago I left one portfolio, Tourism, in which parks play an essential role, to take on another portfolio in which they are crucial, accounting for half of my new department's total personnel and budget.

My friends, parks are the face of environmentalism. Without their presence the modern environmental movement, scarcely 25 years old, would not exist. It was parks, after all, that reminded us of what is endangered.

I want each of you to leave this assembly in the certain knowledge that your concerns for the parks are my concerns. I am totally committed to ensuring that your concerns find forums everywhere in government and everywhere in Canada. The mandate I have set for myself is nothing less than this: to be your friend in court, and to make sure that that court is a friend of yours.

At a royal commission hearing several years ago, a native leader summed up, poignantly and with great wisdom, precisely what draws us all together - what informs the great passions of the environmental movement. "We did not inherit the land from our forefathers," he said, "we simply hold it in trust for our children."

Thank you for inviting me. I'm delighted to be here. I look forward to working with you - for the environmental movement and for all of Canada.

Remarks by the Ministers Responsible for Parks in Ontario, Manitoba, and Newfoundland and Labrador

HONOURABLE VINCENT KERRIO, GOVERNMENT OF ONTARIO

Thank you very much, Mr. Chairman. Your Worship, Your Honour. I like to think of myself as a person who has entered my ministry very recently and, on this occasion, feel very rewarded for having spent a considerable amount of time in this assembly. I thank all of those who have put forward their views. I made a promise to the Ontario caucus that, when we go back, we should discuss it in depth and I want to reaffirm that promise.

We are celebrating along with this assembly a hundred years of federal parks. And now I'm going to boast a little because Don Wilson is with us, the manager of Niagara Parks, and we have just celebrated 100 years of Niagara parks involvement at Niagara Falls where literally millions of visitors come to view the great cataracts.

I would like to say that in keeping with an Ontario commitment to this forum that we have designated 155 new parks throughout Ontario and we shall very soon have them all regulated for the use, not only of the people of Ontario, but all you wonderful visitors who might come from across this great land of ours. I welcome you to come and share them with us.

I suppose the other thing that I'd like to say to the group, that in weaving a little common thread with you, I was involved over many years at Niagara Parks as a contractor - that was when I used to work for a living - and Don will reinforce the great and wonderful rapport we had with each other. Many things emanated from that experience. In fact, the Deputy Minister of Recreation and Parks for the province of Alberta - Barry Mitchelson - worked with me. I renewed my acquaintance with him today. Not only have I been involved with parks at Niagara, but I have taken much of my leisure in northern Ontario and I've gone into Algonquin Park from every way that you can enter it - from the north and the south and the east and the west. I've backpacked in there with my two sons and very often sat by the fire and said, "what a wonderful thing those people did that set aside this park for us." And as we now do those things for future generations, we do it with a great deal more need for help from people like yourselves because the complexities are so much greater than they once were. We are going to need all of your help to bring it to fruition. So, having said that, and welcoming our American visitors, who are with us today in good numbers, I say that we are in this together - parks are people - and I am looking forward to a renewal in the province because of my interest in parks and people.

HONOURABLE SAM USKIW, GOVERNMENT OF MANITOBA

Mr. Chairman, Mr. Minister, provincial colleagues, visitors from the U.S.A. and other parts of the world, and participants: First of all, let me take a moment to congratulate our new federal minister on his appointment. I want to give you some insight on the individual you have just heard giving us a very splendid dissertation of his philosophy on the environment. I happen to have had some experience with Tom, having had the responsibility for tourism for a period of time, and I found we had a very splendid federal-provincial relationship. I look forward very much to a similar relationship with respect to parks and the environment.

I want to congratulate and commend all of those who have participated here in the last few days because that particular role is one that cannot be bought, the role of individuals who have a keen interest in these issues - the issues of environment. All of the people ought to be involved, and some have said how can we do it, its a mammoth undertaking. But they ought to be involved in order to fully appreciate what it is all about. Certainly those who are involved and who have volunteered in the caucuses and presented their reports, have contributed very significantly to the decision making process for tomorrow. I think that is a very important process, it was good to put that process together, and I guess that credit goes to the previous national government.

I want to give you some insight into what is happening in Manitoba. Manitoba is celebrating its 25th year in parks, and I would like to share some of our initiatives with you, with respect to heritage conservation. We have developed a park system plan entitled "Heritage for Today and Tomorrow." It has been published. We received public ideas and support for this particular plan. In other words, there is public participation; we think that is very crucial. I recently announced the establishment of Atikaki Wilderness Park, and it is over one million acres in size. It is on the Canadian Shield, and ensures protection for a very important river known as the Bloodvein River. The Bloodvein was Manitoba's first nomination to the Canadian Heritage Rivers System. In the past year, three levels of government saw the fruits of cooperation through the ARC program which resulted in St. Norbert Heritage Park, Red River Road Heritage Parkway, and Cockport East - which focusses on pre-contact heritage. This site contains archaeological digs, archaeological workshop and native crafts centre. The Pinawa Dam Heritage Park was recently designated. Beaudry Park and Spruce Woods were rededicated as heritage parks focussing on tall grass, prairie and the spirit-sand dune complex.

The Government of Manitoba has set conservation as a priority for my department. Soil and water conservation are stressed and further support for an expansion of conservation districts through a separate authority is being actively pursued at the present time. Finally, a heritage marsh program has been initiated. The cooperation of Ducks Unlimlited in this is important, and we hope to obtain national participation in the near future.

These few examples can grow to many more as a result of the output of this assembly and ongoing efforts of local caucus groups. I want to thank you for your efforts. We certainly appreciate them very much. We intend to pursue the final results of process in due course - hopefully over the next year or so - and hope that we can respond in a way that is acceptable to society as a whole.

HONOURABLE BILL MATTHEWS, GOVERNMENT OF NEWFOUNDLAND AND LABRADOR

Thank you Mr. Chairman. Honourable Mr. McMillan, honourable provincial ministers, deputy ministers, participants:

I am indeed pleased to be here with you today, pleased for a number of reasons. First I am pleased to be here because we are celebrating one hundred years of heritage conservation. I am also pleased to be here because this is where it all began. But I am also pleased to be here to represent the Government of Newfoundland and Labrador, and to demonstrate to you our commitment to heritage conservation. I would like, at this time, to congratulate the Honourable Mr. McMillan on his recent appointment.

The Government of Newfoundland and Labrador takes very seriously heritage conservation. We are very proud of our two national parks, Terra Nova and Gros Morne. We are very proud of our seven national historic parks and sites. And when we consider our provincial parks and our provincial historic sites, and take all parks into perspective, we are fortunate and we are very, very pleased. I think its demonstrates my government's commitment to heritage conservation and I think it demonstrates the federal government's commitment to heritage conservation as well.

I would like to congratulate Mr. McMillan on a fine speech; I think you did very well. My first impression is that he is a very sincere minister. I would also say to you, Mr. Minister, that I look forward to the Federal-Provincial Ministers' Conference. I think we have a lot to discuss and to consider as a consequence of this assembly and the recommendations that I have listened to attentively this morning.

To those of you who made the respective recommendations this morning, I would just say to you, as minister responsible in the province of Newfoundland and Labrador, that I will take them very, very seriously. For the Atlantic caucus recommendations, and in particular those pertaining to my province, I will give them my utmost consideration. And I will respond as efficiently as possible.

I would like to bring you greetings on behalf of the Government of Newfoundland and Labrador. I have considered this assembly to be most successful and I would like to congratulate the management team and the participants. I look forward to seeing you again in the future.

Chairman's Concluding Remarks

We have come to the end of a long morning, and a bit of an afternoon. We have had several days of deep discussions; a great deal has been said. I think it has been magnificently summarized this morning by so many speakers, and can add nothing to it, other than to say that the process really has just begun.

Thank you all so much. We look forward to seeing you and working with you in the years ahead.

Postscript

The months following the Canadian Assembly at Banff have been occasion both for assessment and action. There is recognition that much has been written and said about the trail into the second century of heritage conservation in Canada. There is the feeling that what has been accomplished in 1984 and 1985 should not be lost; rather, vigorous efforts should be made to build upon the networks, knowledge and the more than 150 recommendations emanating from the assembly process. A special issue of Park News (Vol. 21 (3), 1985), with contributions by several authors, succinctly addresses the opportunity and the challenge. Kevin McNamee writes:

> A question that remains unanswered revolves around what contribution the Canadian Assembly project has made to the future of heritage conservation in Canada. From this participant's early and immediate perspective, it is that the Assembly, through its attempts to facilitate a grassroots effort, has started to build bridges of communication that will result in a broader, more mutually supportive heritage conservation constituency. The door is open to discuss parks and tourism issues. The international voluntary organization conservation community is a little stronger. The need for a broader public constituency with a conservation ethic was clearly identified. Clearly, because of the regional, grassroots emphasis of the Canadian Assembly, any concrete results from this process will have to come from Assembly participants and others willing to take up the conservation challenge.

And Bob Peart observes:

> "The proof will be in the pudding" - it's too soon to judge the value of the Assembly process. A few months from now, a year or even a few years from now will be the opportunity to look back and eye its benefit. If our look back is to be beneficial the momentum must keep rolling, the communication channels must stay open and politicians and public alike must realize the immediate need to preserve our parks and wilderness. The time for action is now.

A number of important follow-up activities have taken place, both by non-government organizations and government agencies. Parks Canada, for example, reviewed all materials flowing from the assembly - the reports, workshop notes, transcripts of tapes, and so on - and divided all recommendations into six categories, as set out below. This information is intended to form the basis for deliberations not only inside Parks Canada, but between the Minister of the Environment and federal parks officers on one hand, and their parks counterparts in the respective provinces and territories. The six recommendation categories are:

- Category 1: those that should be addressed jointly by federal/provincial/territorial parks ministers
- Category 2: those which provinces/territories would respond to as they constitute provincial/territorial issues alone
- Category 3: those issues applicable only to Parks Canada
- Category 4: those issues which involve only Parks Canada and a province/territory
- Category 5: other federal government programs beyond Parks Canada
- Category 6: applies to other agencies

Elsewhere the idea of a National Heritage Forum - which was developed and strongly supported at the assembly - has been pursued. At least one general proposal has been made to the minister responsible for Parks Canada. Post-assembly support for such a forum has been expressed by a number of groups, for example, the National and Provincial Parks Association of Canada. In some of the provinces, such as British Columbia, there are already coordinating committees or means whereby citizen and other organizations can carry forward heritage work like that arising from the assembly in a comprehensive and cooperative fashion. And funding is being provided to heritage organizations to carry forward unfinished business arising from the assembly, for example, in Quebec and Newfoundland.

Clearly then initiatives are being pursued; the momentum must be maintained.

Heritage for Tomorrow
Canadian Assembly on National Parks and Protected Areas

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Appendix A

Presentation of the J.B. Harkin Medal and Citation

by the

National and Provincial Parks Association of Canada
at the Canadian Assembly Banquet

September 7, 1985

Introduction

Robert C. Scace
Chairman
Harkin Award Committee

On this important occasion our guests may wish to know something about the J.B. Harkin Medal, about the man in whose name the medal is struck, and briefly, a little of the National and Provincial Parks Association of Canada (NPPAC). The Association was founded shortly after participants in the Historic Resources for Tomorrow Conference of 1961 recommended that there be established in Canada a nation-wide, non-profit citizens' society which would seek to further the establishment of national parks and other protected areas, as well as striving to ensure that such lands were appropriately managed and used.

We believe that the NPPAC has contributed significantly to the well-being of national parks and other protected lands in Canada. We are convinced that there is as much need now as there ever was for conservation groups such as the NPPAC. And we have little doubt that in concert with other citizen-supported organizations, we will for many years be part of that vital voice that must remind one and all about the need to protect and to conserve wild landscapes and wild species in a world given increasingly to uniformity, to technology and to diminishment of the human spirit.

The J.B. Harkin Medal was established by the NPPAC in October, 1972 as a significant Canadian conservation award to keep alive the memory of a great Canadian conservationist, James Bernard Harkin, and to honour those persons who have likewise served with distinction the parks and associated conservation areas of this country. The Harkin Medal is not necessarily awarded annually and it is conferred only upon individuals who in the opinion of the Association merit this important award.

J.B. Harkin, "Bunnie" to his intimates, served as Canada's Commissioner of National Parks from April 1, 1911 to his retirement in December, 1936. Prior to his quarter century of public service in this capacity James Bernard Harkin was employed as Private Secretary to the Honourable Frank Oliver, Minister of the Interior, and became involved in conservation matters such as the purchase of the Pablo bison herd in Montana and its shipment to Elk Island and Buffalo (Wainwright) National Parks in Alberta. Later he would serve the cause of landscape and species conservation in many other ways: as Organizer of the Wildlife Board of Canada; Administrator, Northwest Territories Game Act; President, International Association of Game Commissioners; and in other capacities. With "his newspaperman's sense of balance", for such he had been before entering the public service, Harkin was to be directly responsible for furthering the idea of the national park as a place both for conservation and recreation.

J.B. Harkin's dedication to the development of the National Parks Branch and the national park system was pervasive and his actions would have an impact long after his retirement from the parks scene. His name is indeed worthy of the significance which the association places upon this award.

The J.B. Harkin Medal was first awarded in 1972 and three other persons have been honoured since that time.[1]

In this year of the National Parks Centennial the NPPAC is pleased to announce that the award is to be made again. The spirit and purpose of the Canadian Assembly seem particularly suited to the announcement and presentation of the award. On this occasion three Canadians whose contributions to conservation span decades across much of Canada are to be honoured. I call upon the President of the NPPAC to announce the recipients of the J.B. Harkin Medal.

The Harkin Awards

Robert Peart
President

The association is pleased to announce that three persons have been awarded the J.B. Harkin medal. They are:

- Michael J. Nolan of Newfoundland
- Charles Sauriol of Ontario
- George W. Scotter of Alberta

Dr. Scotter is present tonight to receive his medal. Presentations to Michael Nolan and Charles Sauriol will be made at a later date.[2] Short biographies of the three gentlemen have been prepared by the chairman of the committee. These biographies conclude with citations which appear on the framed parchments that accompany the J.B. Harkin Medal.

Biographies and Citations

Michael J. Nolan

The Harkin Medal is awarded to Michael J. Nolan of Newfoundland whose individual efforts in wilderness and wildlife conservation have become a legend in Atlantic Canada.

The Deputy Minister of Tourism, Recreation and Tourism of Newfoundland stated in 1982 that:

> Mike Nolan's name is synonymous with all aspects of conservation particularly as it applies to the Avalon Peninsula. He is recognized as the sole saviour of the Avalon Caribou herd.... His one-man crusade to save this herd is believable only to those who were there to see what he did to achieve this goal.
>
> Although Mike's chief concern was the Avalon Caribou herd, his deep love for nature and all its interactions prompted him to push for wilderness legislation which eventually resulted in the establishment of the Avalon Wilderness Area....
>
> Mike was never one to "carry a big stick" in his enforcement of wildlife regulations. He believed in the educational process and the need to make people aware of the interrelationships of the things around them.

Mike Nolan was born in Mussel Pond, St. Mary's Bay and went to a one room school. As a teenager he went to the fishing with his father and continued to be a fisher for many years. He then turned his hand to carpentry and to fur trading. In 1958 Mike became a wildlife officer in the provincial wildlife agency and would work for the organization until his retirement twenty years later.

When he became a wildlife officer the Avalon Caribou herd was reduced to about 125 animals and stood near extinction. The herd was a unique gene pool separated from the other Newfoundland herds. Hunting had been closed for 30 years, but illegal hunting continued. Mike teamed up with a noted biologist Tom Bergerud to do something about the situation. Bergerud worked up a conservation plan and it was in Nolan's hands to implement it.

Mike decided that there was but one way to serve the Avalon herd and that was to live with the herd. He built strings of cabins to follow the gregarious animals over open habitat. Mike was with the herd, year in and year out, and his woodsmanship was something quite new for the poachers to contend with. To aid him in his work he bought the first skidoo in the Avalon Pennisula from his own small salary.

> And when he wasn't in the woods he ran a bluff, writes Tom Bergerud. Then the poachers never could be sure where he was.... People could not afford to take the chance. This warden lived in the woods and could not be kept track of by watching roads. People gave up their traditional illegal hunt.

Tom Bergerud continues:

> Mike knew the young generation was the hope for conservation in Newfoundland. He went to schools talking to the kids - always talking conservation. His integrity was his handle - people knew a promise made was a promise kept. He also carried the word from the people to head office. He earned the respect of people - he seldom had a court case, yet he turned the tide - stopped poaching dead in its tracks and the herd increased.

By 1966 the herd had increased to 650 animals and the first open season was possible for 40 years. "Mike had kept the faith - he had told the residents the season would open if they refrained."

By 1979 the herd numbered 3000 animals.

During these years Mike had made annual herd counts and ascertained herd composition. And he rounded up animals for biological study. Also he was in charge of successful reintroductions of caribou. Today there is a Cape Shore caribou population, a Port au Port caribou population and other introduced herds.

In the 1960's the Government of Newfoundland created two large wilderness areas, one of about 1200 square kilometres on the Avalon Penninsula and one of 15,000 square kilometres in the interior of Newfoundland. Although set aside for scenic and habitat protection, backpacking and wildlife observation, pressure grew to have the reserves delisted. Today the interior wilderness is gone; the Avalon Wilderness remains. In the latter case individuals built cabins illegally in the reserve. Michael Nolan destroyed these cabins and the wilderness area remains. "Mike," said the provinces chief biologist in 1982, "as much or more than any other individual was responsible for the successes of the Wildlife Division in wilderness preservation."

Today Mike is retired. He has built a tall wooden tower on his home and now spends many leisure hours in the tower looking from his home over the Avalon range. He can still watch the caribou with a spotting scope. Mike will never let go of these caribou. "I don't know of any other success stories like this," says Tom Bergerud. "The return of the Avalon herd - an increase of 25 fold in 20 years. It is achievement and he is responsible for the turn around in a conservation ethic for many people."

The J.B. Harkin Award citation reads:

> **For his unique, persistent and very successful role over a thirty year period in Newfoundland in preserving the Avalon Caribou herd and in the establishment and maintenance of the Avalon Wilderness Reserve, and also for his selfless example of dedication to the protection of wildlife and wildlands in rural Canada.**

Charles Sauriol

Charles Sauriol's involvement with the outdoors and conservation began in his youth and has permeated his life over many decades. A brief chronology of his life experiences attests to this fact.

In 1927 Charles Sauriol acquired a run-down cottage and some land at the Forks of the Don River. Over a period of 30 years this location became the focal point of his life and he gradually turned abandoned land to areas of beauty by planting hundreds of seedlings now visible from the Don Valley Parkway as large mature trees. He kept bees, raised chickens, canned fruit, tapped for maple sap and educated himself in ways of nature.

In 1948 Charles was the prime mover in the formation of the Don Valley Conservation Association, a group of citizen conservationists who worked for years to preserve the Don Valley against encroachment and inappropriate development. This effort eventually led to the Metropolitan Toronto Greenbelt Plan.

As part of his learning process, Charles Sauriol researched and wrote articles that documented the history of the area. Between 1951 and 1956, for example, he published a quarterly called The Cardinal which in addition to historical information on the Don Valley, included articles on the Don Valley Conservation Association and nature stories for children. (In 1981 several of these articles appeared in his charming and popular book Remembering the Don.)

Through the efforts of Charles Sauriol and other citizens, some of the original buildings comprising the pioneer Village of Todmorden Mills were preserved and now constitute one of Toronto's interesting historic sites.

In 1956 the four conservation authorities of Toronto, including the Don, amalgamated to form the Metropolitan Toronto and Region Conservation Authority and the next year Charles Sauriol was asked to serve on the Metro Authority as Chairman of the Conservation Areas Advisory Board and member of the Executive Committee. He served on the Authority by acclamation for 14 years, working to provide greenbelt land and conservation areas for the city. He fought to save parts of his beloved Don and other Toronto regional valley systems.

In 1966 Charles Sauriol moved to the national stage when he became part-time adminstrator of the fledgling Nature Conservancy of Canada. Later he came on staff as Projects Director and between 1981 and 1983 as Executive Director. Currently he is Special Advisor involved with Ontario projects. Mr. Sauriol has raised most of the funds required for the Conservancy's organizational and project needs, in addition to his work with respect to acquiring natural area land for conservation purposes.

Charles Sauriol's energy is legendary. In 1981, for example, he inspected or otherwise investigated 35 properties in Ontario and 30 in other provinces, and of those, the conservancy carried out the acquisition of eight pieces of land, followed by another 11 in 1982 and 17 in 1983.

In 1983 Mr. Sauriol wrote, "for many years, time did not permit me to respond to the challenge of publishing the accumulation of my conservation writings in book form, but this is at last underway." True to his word he penned More Tales from the Don and A Beeman's Journey, as well as his personal story of his work in conservation called Green Footsteps.

The NPPAC is honoured to present the J.B. Harkin Medal to Charles Sauriol. The citation reads:

> **For a lifetime of selfless dedication to furthering the cause of conservation, primarily in Metro Toronto and Region, and also across the country through his leadership in the Nature Conservancy of Canada and in his conservation writings and inspirational activities, notably in regard to natural areas in and near cities.**

George W. Scotter

George Scotter has been a major force in scientific management of national parks for two decades, as a proponent and researcher of potential national park areas, and as commited citizen involved in non-government organization activities. Individually and collectively these attributes make him a worthy recipient of the J.B. Harkin Medal.

A brief biography of George will set the stage. George Wilby Scotter was born in Cardston, Alberta in 1933. George would complete his elementary and secondary schooling in that community before going on to complete undergraduate and graduate degrees at Utah State University in Logan. His major field of study would be in range science with a focus on botanical and wildlife resources and soils. His training would stand him in good stead in three distinct capacities: as college professor, as research scientist, and as citizen conservationist. George would teach at both Utah State and the University of Alberta and George would serve in a number of capacities in the Canadian Wildlife Service. His responsibilities with the Canadian Wildlife Service began with his appointment as a biologist and later as a research scientist. He would go on to become Leader of the National Parks Research Group and most recently, Chief of Migratory Birds and Threatened Species. Between 1972 and 1975 he would serve as Vice-President of the Canadian Nature Federation before occuping the presidency in 1977-1978. While fulfilling all of these and other responsibilities George published 124 papers, prepared another 51 unpublished manuscripts, and presented 110 papers at meetings. An impressive record!

A comprehensive listing of George's accomplishments is not possible in this forum, but the following sample will attest to the depth and breadth of his commitment to environmental conservation in Canada.

- together with Valerious Geist he was the first co-chairman of the I.B.P. section on conservation in the boreal ecosystems;
- he has conducted field research in most of the national parks in western and northern Canada;
- he was among the first to conduct recreational impact studies on some of the most sensitive landscapes found in Canadian national parks (e.g., Lake O'Hara region in Yoho,

Tonquin Valley of Jasper, summit region of Mount Revelstoke, fescue grasslands of Prince Albert National Park);

- George served as President of the Canadian Nature Federation when it was financially in great trouble. By the end of his tenure as president, the Federation had been returned to a sound financial position;
- He has served on the Beverly and Kaminuriak Caribou Management Board since its inception in 1981 and has contributed in significant ways to the success of this experimental management approach;
- George contributed greatly to the establishment of Nahanni National Park. As a scientist, George, together with Norman Simmons and others, documented the rich heritage resources of the Nahanni region. As a conservationist, George realized the crucial importance of making the public clearly aware of the potential this area had as a national park. Through both a lecture series (which extended from Victoria to Montreal) as well as a series of magazine articles, George Scotter informed thousands of Canadians about the heritage resources of Nahanni. This heightened public awareness and support was crucial to the defeat of a hydro-power proposal put forth for the Nahanni River, and it catalyzed the establishment of Nahanni as a National Park Reserve in 1972 by the Honourable Jean Chretien;
- George's interest in establishing national parks in the North has continued since that time. During recent years he has evaluated six potential sites including Bathurst Inlet, Banks Island, Axel Heiberg Island, Wager Bay and Bylot Island for their potential as northern national parks. George continues his efforts to raise public awareness, for example, by publishing a summary of his findings on these potential national park sites in a recent issue of Canadian Geographic.

George's work has suffered greatly through recent staff and budget attrition activities in the Canadian Wildlife Services. It is to be hoped that these setbacks will not diminish the enthusiasm and vigour of a man who has done so much for heritage conservation in Canada and who doubtless will continue to commit his all to

Canada's parks and related conservation areas.

The citation reads:

> **For his long-term, effective and dedicated role as a Canadian Wildlife Service scientist and as a citizen conservationist in advancing wildlife studies and national park identification, planning and management, notably in northern Canada.**

Notes

1. Previous recipients are: Hon. Jean Chretien (1972); Roderick Haig-Brown (1975); William Fergus Lothian (1978); and George F. Ledingham (1981).

2. The presentation to Charles Sauriol was made by Robert Scace at a special dinner organized by The Nature Conservancy of Canada to celebrate the 22nd year of the conservancy. The occasion was one to honour Mr. Sauriol "who has been the heart and soul of the Conservancy for many years." The function was held at the Inn on the Park, Toronto, October 3, 1985.

   The presentation to Michael Nolan took place on October 17, 1985 at the Memorial University of Newfoundland. On that occasion Dr. David Rendell, Trustee of the NPPAC, stated:

   > As a Newfoundlander, I am particularly pleased with this award because it demonstrates several things:
   >
   > - that the actions of individuals in the province and of our government are in many areas of such high standard that they are worthy of national recognition;
   > - that the individuals can stand shoulder-to-shoulder with anyone in the nation;
   > - and lastly, that issues such as the preservation of the Avalon caribou herd and the Avalon Wilderness Area are seen as important on the national scene.

   The medal presentation was made by Hon. Bill Matthews, Minister of Culture, Recreation and Youth for Newfoundland.

3. Members of the Harkin Award Committee in 1985 were: Dr. Robert C. Scace (Chairman), Dr. J. Gordon Nelson, and Dr. Jim Butler.

Appendix B

Remarks at the Unveiling of a Plaque Entitled "The Second Century" at the Canadian Assembly Banff National Park

by

Honourable Thomas McMillan
Minister of Environment

September 8, 1985

As your new Minister responsible for Parks Canada it is now one of my most pleasant tasks to personally acknowledge the tremendous contribution of time and effort that two groups of volunteers in particular have contributed toward making the National Parks Centennial and this Canadian Assembly a success.

First, I want to take this occasion to say a few words of thanks, publicly, to one of our partners, the National Parks Centennial Citizens' Committee.

For almost three years this dedicated group of volunteers representing each province and territory has been working to create public awareness of Canada's heritage places as part of our centennial program.

The National Parks Centennial Citizens' Committee has also opened important doors in the corporate community to advance the cause of heritage conservation through financial support. I am sure that their efforts will have an impact beyond this centennial year and I would ask you to join me in thanking them.

The Canadian Assembly on National Parks and Protected Areas is a unique and rewarding project, from which each of us here today will benefit for long into the future. To bring about this success has required an enormous effort by caucus coordinators and their respective steering committees, working with limited financial resources and drawing upon thousands of hours of volunteered time, these networks have responded magnificently.

It seems to be appropriate that we should leave a permanent reminder here in Banff of the historic meetings which have taken place during the past week. The plaque which is being unveiled today[1] will be permanently erected in a prominent public place in Banff townsite.

I would now like to call upon Dr. Peter Dooling, British Columbia caucus coordinator, and Monsieur Jules Dufour, Quebec caucus coordinator, to assist me in unveiling the plaque.

The plaque reads as follows:[2]

> **THE SECOND CENTURY**
> **On the Centennial of Canada's National Parks, marking the establishment of Banff as a public park in 1885, many interested citizens from across Canada and Ministers responsible for federal, provincial and territorial parks met at a Canadian Assembly in Banff to look to the future of Canada's parks and protected areas. This plaque commemorates the start of the second century of heritage conservation in Canada.**

And now, as a token of the appreciation for the efforts of the caucus coordinators I would like to ask Gerry Kristianson to assist me in presenting each of them or their representatives with a personal miniature copy of this plaque.[3]

Would Nancy MacPherson, the Yukon; Peter Neugebauer representing John Donihee, the Northwest Territories; Dr. Christian de Laet, the Prairies; Don Huff, Ontario; and Daryl Guignion, representing Janice Brown for the Atlantic Provinces, please come forward.

Notes

1. The unveiling took place at the conclusion of the Canadian Assembly, during the final lunch banquet on September 8, 1985.
2. The plaque is inscribed in both official languages and the Minister read both the English and French inscriptions.
3. Each coordinator's name was engraved on his or her plaque.

Appendix C

Canadian Assembly on National Parks and Protected Areas
September 4-8, 1985

Participant List

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